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Residential - high

Gen. ag. / Ubn. resv.

Residential - high

RESIDENTIAL - LOW

to

RESIDENTIAL - MOBILE
HOME PARK

650.25'

993.02'

330.90'

Commercial - highway

368.55'

662.12'

Commercial - highway

AVENUE

PESTANA

Residential - mobile home park

YOSEMITE

AVENUE

GENERAL PLAN REVISION MAP

NO. 2

RESIDENTIAL - LOW

to

RESIDENTIAL - MOBILE
HOME PARK

Initiated by: Vandermade & Assoc's. and the
City of Manteca

Date: May 12, 1976

1" = 200'

NORTH

US

HIGHWAY

66

Commercial - highway

PESTANA

Commercial - highway

YOSEMITE

AVENUE

Commercial - highway

Commercial -
highway

159.5'

380.11'

330.0'

90.0'

RESIDENTIAL - LOW

to

COMMERCIAL - HIGHWAY

Residential-mobile home park

(EL RANCHO MOBILE
HOME PARK)

965.59'

RESIDENTIAL - LOW

to

RESIDENTIAL - MOBILE
HOME PARK

671.41'

624.14'

629.61'

General Agriculture / urban reserve

General Agriculture / urban reserve

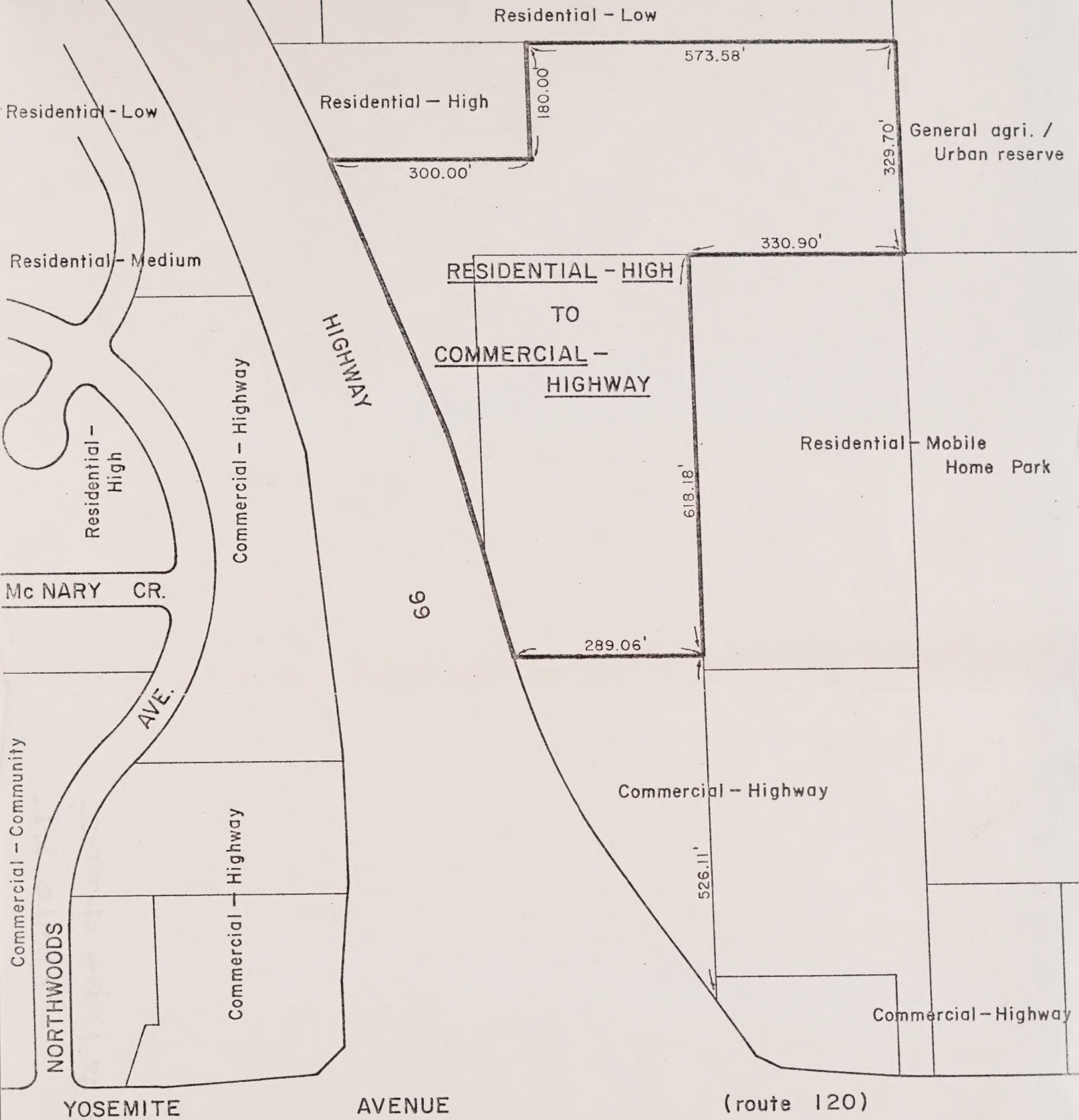
GENERAL PLAN REVISION MAP NO. 3

RESIDENTIAL - LOW to COMMERCIAL - HIGHWAY
and RESIDENTIAL - MOBILE HOME PARK

NORTH

1" = 200'

NOV. 1976 BC



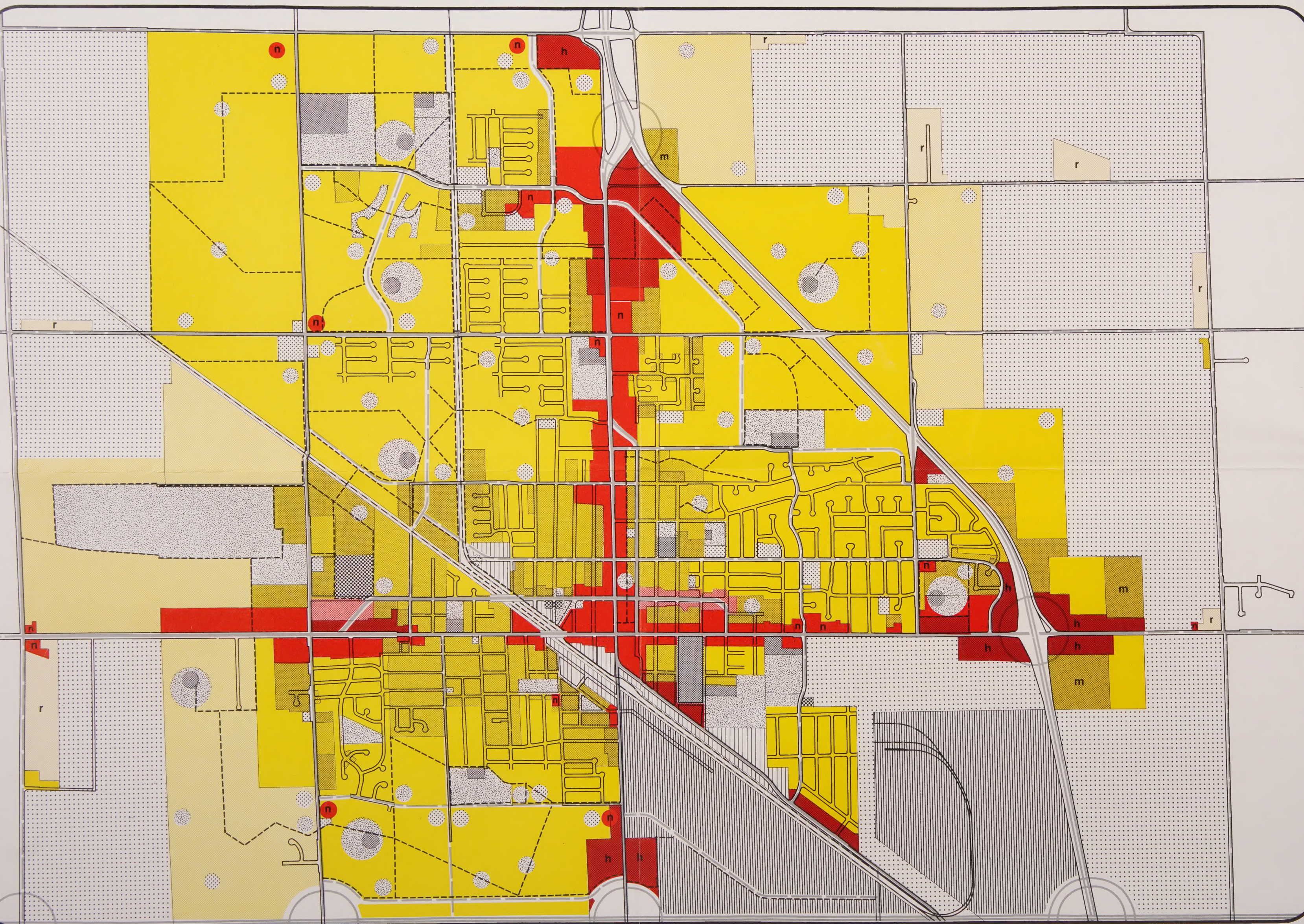
GENERAL PLAN REVISION MAP NO. 3-A

RESIDENTIAL - HIGH
to
COMMERCIAL - HIGHWAY

Initiated by: QUINCY CARGILE
Date: SEPTEMBER 20, 1976

1" = 200'





GENERAL PLAN · 1995

RESIDENTIAL

	RURAL ^A	0 · 0.9 UNITS / NET ACRE
	SUBURBAN	1 · 2.9
	LOW	3 · 8.9
	MEDIUM	9 · 14.9
	HIGH	15 · 29.9
	MOBILE HOME PARK ^B	

COMMERCIAL

	NEIGHBORHOOD ^C
	COMMUNITY
	OFFICE
	GENERAL
	HIGHWAY

INDUSTRIAL

	LIGHT AND UTILITIES
	MEDIUM AND HEAVY

INSTITUTIONAL

	GOVERNMENTAL AND CIVIC
	SCHOOLS, EDUCATION ^C
	QUASI-PUBLIC ^C
	PARKS AND RECREATION

AGRICULTURAL

	GENERAL AGRICULTURE / URBAN RESERVE
--	-------------------------------------

CIRCULATION

	FREEWAY
	ARTERIAL
	COLLECTOR
	NON-MOTORIZED
	INTERCHANGES
	GRADE SEPARATION

A AREAS WITHOUT URBAN SERVICES: FARM HOUSES NOT SHOWN.

B DENSITIES AS INDICATED BY UNDERLYING TONE.

C CIRCULAR SYMBOLS INDICATE GENERAL, NON-SPECIFIC LOCATIONS AND SIZES.

CITY OF
MANTECA,
CALIFORNIA

GENERAL
PLAN
REVISION
PROGRAM
1973-74



FEET
0 1200

db DUNCAN & JONES
Urban & Environmental Planning Consultants

MANTECA, CALIFORNIA GENERAL PLAN

City planning Manteca

June 1975

The text and map of the General Plan represent the adopted determinations of the City Council of Manteca. The Preliminary General Plan was prepared by DUNCAN & JONES, Urban and Environmental Planning Consultants, Berkeley, California.

CONTENTS

	<u>Page</u>
CHAPTER I: INTRODUCTION	1
A. Purpose of the General Plan	1
B. Planning Context	2
C. Definition of Terms	4
D. General Approach and Organization	5
CHAPTER II: RESIDENTIAL ENVIRONMENT	10
A. New Housing	10
B. Existing Housing	19
CHAPTER III: COMMUNITY FACILITIES AND SERVICES	22
A. Civic and Governmental Facilities	22
B. Schools	22
C. Quasi-Public Institutions	24
D. Parks and Recreation	25
E. Municipal Utilities and Services	28
CHAPTER IV: COMMERCIAL ENVIRONMENT	30
CHAPTER V: INDUSTRIAL ENVIRONMENT	39
CHAPTER VI: AGRICULTURAL ENVIRONMENT	42
CHAPTER VII: CIRCULATION SYSTEM	45
A. Motor Vehicle Circulation	45
B. Alternative Circulation	49
CHAPTER VIII: IMPLEMENTATION	54
A. State Requirements	54
B. Fiscal Implications	55
C. Zoning Ordinance	56
D. Implementation of Noise Attenuation	66

Table 1	Housing and Population Projections and General Plan Holding Capacity	12
Table 2	Allowable Densities in Existing Ordinance and in General Plan	15
Table 3	Comparison of GP Residential Categories with Existing Zoning and Land Use - Net Acreage and Distribution	18
Table 4	Park Space and Access Standards	27
Table 5	Net Acreage of Commercial Use Categories by Zoning Districts, Actual Use and in the General Plan	33
Table 6	Recommended Short-Term Park Acquisition and Development (Including School Playfields)	57
Table 7	Recommended Long-Term Park Acquisition and Development (Including School Playfields)	61
Table 8	Acreage in Existing and Future Neighborhood Parks, and Schools with Playfields	64
Table 9	Evaluation of Compatibility Relationships Between GP Categories and Existing Zoning Districts	65

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I. INTRODUCTION

The Manteca General Plan revision program, begun in September 1973, was initiated in response to a number of conditions which indicated that a substantial review and update of the existing General Plan was in order. First, the existing General Plan was prepared more than ten years ago, and was based on an anticipated twenty-year growth rate which is now considered unrealistically high. Second, since the existing General Plan was adopted, the City has produced or commissioned a number of major planning reports which must be reviewed in light of the current growth projections and integrated into a comprehensive and logical planning program. Finally, recent changes in state law now require, in addition to the nine mandatory General Plan elements, that local zoning be consistent with the General Plan. This has the effect of greatly strengthening the influence of the General Plan, while requiring ever more careful consideration of General Plan provisions.

A. Purpose of the General Plan

The primary purpose of the General Plan is to assist the citizens and officials of the City of Manteca to achieve the highest possible level of quality with respect to their total community environment. Because public opinion on specific planning issues often reflects the diversity of the community itself, it is important that the General Plan that is adopted by the City identify and promote general goals and policies which do have widespread community support. Because urban planning issues are often complex and interrelated, the long-term and short-term implications of alternative planning policies must be studied and communicated to the City's citizens and to responsible City officials. Because policies are of little value unless there are mechanisms available for their implementation, the General Plan must contain appropriate recommendations to achieve

desired land use patterns and maximum environmental quality in the areas for future development as well as for established sections of the community. Lastly, because values and situations change over time, an effective General Plan must be able to adapt to these changing conditions without becoming so flexible as to be meaningless. It is intended that this document, together with the General Plan map, represent a revised General Plan which will supersede all previously adopted General Plan documents.

B. Planning Context

Manteca is situated in the San Joaquin Valley, twelve miles south of Stockton. The City, first settled in 1862, was not developed until the Tulloch Ditch was built, bringing water from Oakdale to Manteca, and later by the organization of the South San Joaquin Irrigation District. Incorporated on May 31, 1918, the City grew slowly, with a total population of only 1,286 persons in 1920, employed primarily by the agricultural uses in the surrounding area. As employment opportunities in the region expanded, the population approximately doubled between 1930 and 1950, and doubled again by 1960. Rapid growth has continued in the last decade, with the proliferation of subdivisions within and adjacent to City boundaries, and according to the State Department of Finance, the City of Manteca had an estimated population of 17,750 by January 1975.

In the past, Manteca has been characterized as predominantly a rural community, with commercial uses concentrated along Yosemite Avenue and Main Street, and industrial uses located in the southeast portion of the City. It is anticipated that development of the new industrial park will provide employment to City residents. Yosemite Avenue (State Route 120) bisects the City in an east-west direction. A major state highway, and one of the principal routes to Yosemite National Park, the road is heavily traveled, carrying a significant volume of mountain-bound tourist and recreational traffic. U. S. Route 99, connecting Sacramento and Los Angeles, intersects Route 120 at the eastern edge of the City.

Although steps are being taken to encourage more local industry, currently the City may appropriately be called a bedroom community, where many persons residing in the community are employed elsewhere. This fact reflects national trends, whereby families move from more urbanized areas, seeking a single-family home, and commute to places of employment. The rapid development of subdivisions in Manteca in the past decade has provided a supply of moderate-cost housing most desired by those leaving the inner-city areas.

Experience throughout California has indicated that unguided expansion adjacent to urban areas can create a variety of problems, characterized by the term "urban sprawl". As subdivisions expand outward, there are increased demands for city services, often changing the character of an area significantly from that of a quiet rural community, to one with many of the disadvantages from which the residents sought to escape when they originally moved to the area. In recent years many trends, including changes in family size, aging of the population, the "energy crisis", the damage to the environment created by urban expansion, utilization of prime agricultural land for urban development, and the increasing costs of housing, have indicated a need to reevaluate the trends toward continued suburbanization, and to develop policies for channelling and guiding urban expansion in Manteca.

The following basic assumptions were used in developing the General Plan:

1. There will be continued demand for urban expansion in Manteca as reflected by the projections of population prepared by the San Joaquin County Council of Governments.
2. Construction of the Route 120 bypass will begin in 1975 and will be completed during the Planning Period.
3. The new civic center will be developed on a ten-acre site at Center Street and Walnut Avenue and construction will be completed during the Planning Period.
4. A 100-acre industrial park will be established during the Planning Period and will offer the opportunity for new industrial development.

5. The intersection of Yosemite Avenue and Main Street will continue to be the focus of the downtown core of the City.
6. The Southern Pacific Railroad will continue in operation through the City.
7. Agriculture will remain an important economic activity in the portion of San Joaquin County surrounding Manteca.

C. Definition of Terms

The General Plan utilizes a number of terms and expressions which require clear and specific definition. For brevity, some of these terms will normally be referred to in the text by their initials:

Preliminary General Plan (PGP). The General Plan document and map before its adoption by the City in its present amended and changed form.

Existing General Plan. The General Plan adopted by the City in 1962.

New General Plan (GP). This document and map as amended and adopted by the City.

Planning Area (PA). The area within the boundaries defined by the center lines of the following roads: Airport Way on the west; Lathrop Road on the north; Austin Road on the east; and the future State Highway 120 bypass on the south. This includes all of the presently incorporated area of the City of Manteca.

Peripheral Planning Area (PPA). A band of land extending approximately one-half mile to one mile beyond the PA.

Holding Capacity. The designated ultimate number of residents, housing units, or acres of specified land use provided for by the GP in a specified area.

Planning Period. The period of time after the adoption of the GP until the end of the fiscal year 1994-1995 (covering nineteen fiscal years).

Development Area. The portion of the Planning Area in which development consistent with the provisions of the GP is to be permitted within the Planning Period.

D. General Approach and Organization

On the basis of citizen input and expression, the General Plan states as one of its major objectives the establishment of a planning mechanism to encourage and allow a significant amount of new, high quality urban development in the Manteca Planning Area, while ensuring that this growth will occur in an orderly fashion and will contribute to the total environmental quality of the community. It is recognized that some residents in the community believe that as long as new development is marketable, it should be allowed, regardless of its implications for environmental quality; while other segments of the community may feel that preservation of small town qualities in Manteca requires the drastic limitation of all growth. These views deserve consideration, but at the present time neither appear to represent those of the majority of Manteca's citizens.

The General Plan recognizes the willingness of Manteca to accommodate new urban development and the fact that there are presently no serious environmental constraints such as flood plain areas, or known seismic hazards to warrant placing physical limits on urban growth. However, there are several reasons to develop mechanisms to control the direction of growth, and to ensure compatibility with other City objectives. Much of the vacant land in the Planning Area consists of prime agricultural soils, which are a valuable resource in San Joaquin County, where agriculture is a major industry. Often urban sprawl preempts agricultural uses needlessly. A careful timing and distribution of growth can ensure that agricultural lands are preserved, and that urban development extends into such areas only when there are no desirable alternative areas available for development.

A second concern is to encourage new development to be as compact as possible, in order to enable the City to provide adequate and efficient services without undue financial stress. In rapidly developing areas, it is essential that services be provided as each section of the area develops, and that growth be allowed to occur only when the desired level of City services is achievable without substantial deviation from the established context of costs.

The three questions which inevitably arise whenever a city attempts to plan and guide its own growth are: Where should development occur? How much land should be allocated for this development? When should this development be permitted to occur? If insufficient land is available for the expected development demand, then land prices rise due to an artificial land shortage. If, on the other hand, the amount of land designated and available for development is greatly in excess of actual demand, then the degree to which the City guides or plans the location of new development will be minimal and the resultant effects could be detrimental. An appropriate amount of land for the future anticipated development needs -- neither too extensive nor too confined -- must be designated in viable locations for the various types of anticipated urban uses and phased to correspond to the anticipated rate of development.

The San Joaquin County Council of Governments has conducted County-wide studies to determine the projected future growth of the County in terms of population and housing units, and has distributed these projections among sub-areas of the County. The projections indicate an additional 4,860 housing units will be constructed in the Planning Area by 1995, representing a significant increase to the present housing stock of about 6,380 units. Given the expectation of extensive new residential development, the General Plan addresses itself to the issues of desirable phasing and distribution of new housing, as well as of new industrial, commercial, and community facilities. If new development continues to absorb land as it has in the past, it will lead to a pattern of urban sprawl, absorbing or making non-viable valuable prime agricultural land. It will further result in an inefficient distribution of City investment in capital improvements and services.

The GP is based on the assumption that the County's dwelling unit and population projections are currently the best available guide for long-range land use planning. The GP is designed to accommodate this anticipated future development demand, while at the same time indicating means for guiding the location and quality of such development to ensure compatibility with other important City objectives, such as: providing an adequate and desirable residential environment; retaining a friendly community atmosphere; providing a mixture of housing types; maximizing open space and recreation facilities; preventing undue financial strain on City resources and the local taxpayer; and preserving productive agricultural areas.

The GP map indicates the City Council's determinations on land use planning within the Manteca Planning Area for the Planning Period.

The GP designations provide a holding capacity of at least 23,690 housing units. This is 12,450 units, or about 110% greater than the 11,240 residential units actually expected within the Planning Area by 1995. Thus it is apparent that with respect to residential development, the GP provides for a somewhat greater number of new units than are currently expected in the Planning Period.

It is conceivable at some time during the Planning Period that some adjustments will be required to expand or contract the area designated for long-term development in response to actual development trends as they emerge.

Adequate consideration of new residential development is a very important aspect of the GP, but other factors deserve equally serious consideration. The GP identifies six major community elements which require specific consideration: the residential environment, community facilities and services, the commercial environment, the industrial environment, the agricultural environment, and the circulation system. The GP proposes a comprehensive land use pattern, which serves as a framework for future development and growth in the community. It outlines environmental and fiscal constraints in Manteca, and focuses not only on type, but also on the quality of development, and the effects that new development and various public actions will have upon the existing community. The GP is intended to provide a basis not

only for an intelligent and effective response to proposals for new development, but also for initiating programs to deal with and respond to the existing environment. Where appropriate, the GP text proposes general policies to inform City policy over the Planning Period. Frequently specific recommendations are oriented toward action within the next few years.

The following portion of the GP report text is divided into seven major sections:

The Residential Environment (Chapter II): This section includes a summary of the analysis of both the demand for new housing, and of the characteristics of the present housing stock. It provides recommendations on the desired distribution, location, and density of new residential development, as well as recommendations for design review of new development, and for the maintenance of the existing housing stock. The primary intent of these recommendations is to ensure the provision of adequate housing for all residents of Manteca.

Community Facilities and Services (Chapter III): This section outlines criteria for ensuring that the City makes adequate provision for services to existing as well as to newly developed areas. It includes the analysis of civic services, schools, parks and recreation, and municipal utilities to service existing and newly established residential areas.

The Commercial Environment (Chapter IV): This section defines the demand for commercial space within the community, in view of the expected residential growth, and sets forth recommendations for the distribution and location of commercial facilities.

The Industrial Environment (Chapter V): This section sets forth criteria for the categorization and location of industrial activity.

The Agricultural Environment (Chapter VI): This section identifies areas of prime agricultural soils and establishes policies related to agricultural uses.

The Circulation System (Chapter VII): This section contains recommendations on the desired pattern for motorized and non-motorized circulation within the community.

Implementation (Chapter VIII): This section discusses mechanisms whereby the City can carry out the policies and programs recommended in the General Plan. Since values and situations change during the course of a twenty-year planning period, the implementation procedures must provide a mechanism to allow periodic review and adjustment of planning policy. These issues are addressed in this final chapter.

II. THE RESIDENTIAL ENVIRONMENT

This chapter is divided into two sections. The first deals with new housing and related development issues. The second examines the existing housing stock and recommends actions to ensure that the quality of this housing is maintained, and where necessary, upgraded to acceptable standards.

A. New Housing

Manteca has been in the past, and will continue to be in the future, primarily a residential community. The City is the fastest growing community in San Joaquin County, and most residents of Manteca are not opposed to this growth. However, some concern has been expressed that new development should provide a desirable residential environment, with necessary supporting services.

Residents choose to move to Manteca for many reasons, but one of the important attractions appears to be the friendly, small town atmosphere the community offers. Rapid growth in many small towns has destroyed their original identity and sense of community, often replacing it with monotonous, undifferentiated urban sprawl. Recent experience in newly developed suburban communities indicates that uncontrolled urban sprawl creates a housing situation in which the housing stock is homogeneous, there is little sense of neighborhood or community and the demand for public services exceeds the ability of the community to provide such services. Fortunately, these dangers can be mitigated by proper planning. Substantial new growth is possible while preserving the desirable residential qualities which Manteca now enjoys.

Appropriate development controls will assure not only that new housing in Manteca contributes to an efficient and compact urban form, but will also include consideration of design quality in terms of landscaping and architectural

standards, as well as provisions for open space, neighborhood circulation, and community facilities.

Policy 1: *The City shall encourage the timely development on appropriate sites of safe, adequate and amenable new housing consistent with the provisions of the General Plan.*

Discussion

A number of factors must be considered in planning for the orderly development of additional housing in Manteca, including existing residential patterns and related facilities; current zoning; major physical connectors and barriers; alternative land uses; and of course, the anticipated housing demand. The GP map indicates the adopted policies for the location and phasing of future residential development in the Manteca Planning Area.

The San Joaquin County Council of Governments (COG) has produced housing and population projections for the years 1980 and 1995 and has distributed the anticipated residential growth by traffic zones.¹ This report is relevant to the consideration of new housing in the GP, particularly since 1995 generally corresponds to the termination date of the Planning Period.

The COG projections for the Manteca Planning Area are indicated in Table 1. Also indicated in Table 1 is the GP holding capacity for population and dwelling units in the Planning Area. For the entire PA, the Planning Period holding capacity is about 110 percent greater than the total units projected. Manteca's existing General Plan provided a holding capacity only 5 percent above the anticipated housing demand, but a larger percent is probably a more reasonable figure to allow an appropriate range of alternative development sites and an expected vacancy rate of 3 or 4 percent.

The question of location and distribution of new housing must also be considered.

-
1. San Joaquin County Council of Governments. Housing and Population Projections for San Joaquin County, 1980 and 1995. 1974.

It is generally accepted principle of urban planning that the cost of installing and maintaining essential municipal services such as water, sewerage, streets, police, and fire protection are lower per residential unit with a compact and continuous development pattern than for the sort of checkerboard pattern of mixed vacant and developed areas presently found in Manteca. Not only is such "skip-out" development more expensive to service, it also tends to fragment economically viable agricultural areas and thereby inhibit agricultural production and employment, which constitutes an important segment of the economic base of the area. Therefore the GP seeks to promote orderly development in future residential growth consistent with the necessary requirements for parks, open space, and recognition of environment factors.

The natural environment of Manteca does not contain identifiable hazards or constraints that would provide any strong basis for inhibiting or shaping urban development. However, the man-made environment, including major highways and a rail line, does provide significant constraints which act to restrict the suitability of certain areas for residential development. Highways 99 and the proposed Route 120 freeway bypass in particular will generate noise levels which make adjacent land unsuitable for housing without attenuation features. Furthermore, they constitute significant physical and psychological barriers which would be more appropriate at the edge of, rather than within, the City's developed urban area.

Table 1
HOUSING AND POPULATION PROJECTIONS AND GENERAL
PLAN HOLDING CAPACITY
Manteca Planning Area

Year	Housing Units	Population
Existing (1972)	6,370	18,810
Projected 1980	7,980	23,180
Projected 1995	11,240	32,030
GP Holding Capacity	23,690	63,630

Recommendations

- a. Allow residential development in appropriate locations in accordance with the holding capacity provisions, which are approximately double the anticipated housing demand through 1995.
- b. Allow new residential development on vacant and marginally productive agricultural lands which are closest to the urbanized area of the City - to fill in the by-passed and underutilized land. After this has been accomplished, the City should encourage an orderly pattern of development expanding to the west and north.

Policy 2: *The City shall encourage the development of a variety of housing types to meet the various needs of prospective residents.*

Discussion

At present, Manteca offers single-family homes and rental units tailored primarily to the needs of middle-income families. According to the 1970 Census, 85 percent of the owner-occupied housing units in Manteca are in the moderate cost range of \$10,000 to \$25,000, while for the county at large, only 70 percent of all units fall into this middle category. A balanced and dynamic community cannot be dominated by just one income, age, or racial group, but the current proliferation of tract housing in Manteca threatens to produce such homogeneity. The City should strive for the widest possible range in density, cost and design in new units offered for sale and for rent and thereby encourage a healthy diversity in the future population.

Provisions for higher density, multi-family units deserve special attention. Higher densities are often equated with a range of social problems associated with apartments. Since apartments frequently offer the only available housing for lower income families, it is true that the problems associated with poverty are sometimes concentrated in higher density housing. Nevertheless, not all higher density housing need be apartments. There is a growing national trend towards apartment-like condominium units which are owned by

the resident. It is likely that many of the problems associated with rental housing result from a lack of personal incentive in maintaining the property on the part of both tenant and landlord. Condominiums can alleviate this problem while providing certain economies through higher density. Condominiums are not a panacea for the problems of poverty, any more than are all apartment complexes areas of crime, overcrowding, and blight. New apartment developments for a variety of income levels will continue to be required during the planning period. The two points that need to be recognized are that higher densities do not necessarily mean undesirable housing, and the problems of low income families in Manteca - or anywhere else - will be aggravated by deficiencies in the supply of adequate shelter.

Higher density housing presents particular planning requirements and opportunities. Because more people are concentrated in a smaller area, it is desirable to locate such housing within easy walking distance of activity centers such as shopping centers, parks, and schools. Because more people will generate more traffic, it is desirable to locate higher density housing so that access is available from major roads. Nevertheless, people in higher density housing have the same requirements for environmental quality as do residents of lower density housing; therefore, care must be taken to assure that environmental impacts generated by activity centers and major streets are adequately controlled.

Currently, the City Zoning Ordinance provides for four categories of residential density: R-1, R-3, R-4, and Mobile Home Parks as a special provision under R-4. The GP provides a basis for two new categories of residential density and adjustment of certain aspects of the existing categories. The allowable densities in existing zoning districts and by GP residential density categories are shown in Table 2. Little or no change is proposed for the present R-3, R-4 and Mobile Home Park density categories, but somewhat higher allowable densities are included in the range covered by the low (R-1) density category. Single-family units built at the higher level of the density range may be more likely to be within the price range of lower income families; and higher allowable densities could make it easier

for the City to demand improvements in the qualitative aspects of proposed developments.

The two new density categories are "Rural" and "Suburban." The existing General Plan proposed a density category approximately equivalent to the Suburban type and so designated large areas to the east and west of the City. Although some housing of this density is presently scattered throughout the PA no large Suburban density developments have been built to date. This is probably due to the relatively high cost required for land and utilities for such housing. Nevertheless, there probably is at least a small market for Suburban density development in a suitable location, and development costs could be reduced if the City were prepared to impose somewhat less demanding requirements for streets and storm drainage facilities in such areas.

Table 2
ALLOWABLE DENSITIES IN EXISTING ORDINANCE
AND IN GENERAL PLAN

Existing Zoning Ordinance			General Plan		
Maximum Units Per Net Acre	Minimum Lot Area Per Unit (sq. ft.)	Zoning District Designation	Residential Density Category	Maximum Units Per Net Acre	Minimum Lot Area Per Unit (sq. ft.)
--	--	--	Rural	0.4	108,900
2.2	20,000	R-E	Suburban	2.9	15,020
7.3	6,000	R-1	Low	8.9	4,890
12.4	3,500	R-3	Medium	14.9	2,920
29.0	1,500	R-4	High	29.9	1,460
17.4	2,500	R-4 Mobile Home Park	Mobile Home Park	17.4	2,500

Note: Net acres include only the lot area occupied by the residential uses, and exclude all public rights-of-way, streets, non-residential areas.

The Rural density category was created to describe the various existing small groups of houses scattered in predominantly agricultural sections of the PA. Such residential development normally does not and should not require the level of municipal services offered in incorporated sections of the PA. In the interest of agricultural preservation, strict controls should be placed on future development of this type. (See Policy 16, page 43.)

It is worth noting that, although it does not constitute a category of residential land use for purposes of the GP, a significant number of residential dwelling units will continue to exist in areas designated as agricultural on the GP map. Table 3 compares the holding capacity of the GP to existing zoning and land use patterns within the PA.

Recommendations

- a. Encourage the development of new housing at a variety of densities, and in appropriate locations, as indicated by the GP map.
- b. Investigate the feasibility of City participation in rent supplement and subsidized ownership programs for low-income residents.
- c. Investigate mechanisms such as licensing apartment managers of structures containing eight or more rental units, and requiring the posting of performance bonds, to ensure that the quality of maintenance is high, and that units continue to meet housing and building code standards.
- d. Establish standards and acceptable procedures for the proper and adequate maintenance of condominium developments, and condition the approval of condominium development upon satisfactory compliance with such requirements.
- e. Establish a Suburban zoning category and appropriate development requirements consistent with the GP.

Policy 3: *The City shall take appropriate action to assure that the design of new residential development offers a high level of quality and sensitivity to individual site characteristics.*

Discussion

The present regulations for controlling the quality of new housing in Manteca are contained in the City's Zoning and Subdivision Ordinances. They establish basic requirements and procedures regarding the provision of adequate lot sizes and setbacks, street trees, parking, circulation and utilities, and contain necessary standards for safety and land use compatibility. The importance of design and site planning standards particularly with regard to the provision of parks and other types of community facilities has been recognized in recent amendments and revisions to these ordinances.

The City should, however, act to further strengthen its design and site planning review process to assure that new residential development exemplifies the highest possible standards of amenity and quality commensurate with feasible costs. Frequently, higher levels of environmental quality can be achieved through improved efficiency and design without significant costs to the consumer.

The greatest opportunities for creative improvements in residential design are presently offered through the mechanism of the Planned Unit Development (PUD). Although the City has enacted an amendment to the Zoning Ordinance providing for PUD's, there are aspects of this ordinance which should be expanded or modified. More attention should be given to specific site planning goals and specifications including standards governing the relationship between the proposed development and adjacent land uses; provisions for trees and other landscaping; treatment of open space; as well as other relevant topics considered within the GP. Not only should the goals and standards established in the PUD Ordinance be augmented, but additional appropriate action should be taken to assure that all major new residential developments be given careful review and examination with respect to their site layout and design.

Table 3
COMPARISON OF GP RESIDENTIAL CATEGORIES WITH EXISTING
ZONING AND LAND USE - NET ACREAGE AND DISTRIBUTION
Manteca Planning Area

Residential Categories	General Plan		Existing Zoning		Existing Land Use	
	Acres	%	Acres	%	Acres	%
<u>Total - All Categories</u>	<u>2,820</u>	<u>100</u>	<u>1,830</u>	<u>100</u>	<u>1,140</u>	<u>100</u>
Rural	55	2	---	---	90	8
Suburban	485	17	230	12	940	82
Low	1,830	65	1,110	61		
Medium	235	9	220	12	50	4
High	175	6	270	15	30	3
Mobile Home Park	40	1			30	3

Source: GP designations as measured by DUNCAN & JONES.
Existing Zoning and Land Use compiled by DUNCAN & JONES from
San Joaquin County Planning Department data.

Notes: All Acres are net, exclusive of street, other rights-of-way,
and non-residential categories.
In the above table, Existing Zoning and Land Use were related
to the GP categories as follows:

GP designation	City Zoning	County Zoning	Typical Use, Density
Rural	---	---	S.F.,* no municipal services
Suburban	---	RA-15	S.F., 15,000 sq. ft./unit
Low	R-1	R-1U	S.F., 6,000 sq. ft./unit
Medium	R-3	R-2, R-3	Duplex, Triplex (3,000 sq. ft./unit)
High	R-4	R-4	Apartments (1,500 sq. ft./unit)
Mobile Home Park	R-4	R-4	Mobile Homes (2,500 sq. ft./unit)

*Single-Family Housing Units

Recommendations

- a. Include in the PUD Ordinance criteria for the control of negative environmental impacts generated by various types of streets and land uses which might be expected adjacent to areas proposed for residential development, such as exposure to noise generated by major transportation systems, and include criteria for the control of negative impacts generated by proposed developments which might adversely affect existing or anticipated activities surrounding a proposed development.
- b. Include in the PUD Ordinance criteria for the preservation of existing trees and improved standards for the minimum size of trees required by the Street Tree Ordinance.
- c. Amend the PUD Ordinance to establish explicit goals and performance standards for the provision of open space, including due consideration for attractiveness, usability, pedestrian orientation, recreational functions, provision of light and air, adequate maintenance, and orientation to community facilities.
- d. Amend the PUD Ordinance to require that all residential development proposals which meet the minimum requirements for consideration as a PUD be subject to the provisions of the PUD Ordinance.

B. Existing Housing

The Manteca Planning Area contains approximately 6,400 housing units, most of which are located within the City's boundaries. Single-family homes have traditionally been the predominant type of housing built in Manteca, but a significant number of multi-family and mobile home units have been added to the housing stock in recent years. While most single-family units are owner-occupied, 1970 census data indicate that over a quarter of Manteca's single-family units are rented. Conversely, although most multi-family units are rented, a number of owner-occupied condominium units similar in appearance and density to multi-family structures now exist.

The general condition of Manteca's housing is quite good in comparison to conditions found in other sections of San Joaquin County. In large part this is a result of the recency of construction of the housing stock, 80 percent of which has been built since 1950. Nevertheless, there are isolated pockets of housing within the PA which do exhibit signs of deterioration and a significant number of older rental units which present the potential for future problems if preventive action is neglected.

Policy 4: *The City shall encourage the maintenance and preservation of sound and reparable units in existing residential areas.*

Discussion

In rapidly expanding suburban communities, public investment in facilities and services frequently is concentrated in newly developed areas to the detriment of older housing located in the core of the city. In Manteca, older units provide a source of low and moderate income housing. However, some action will be required to prevent deterioration and to ensure that these units meet minimum code standards. In areas where deterioration has started and where there is reason to believe that the life expectancy of units is not less than twenty years, active efforts for rehabilitation and conservation will be necessary.

A first and essential step towards conservation and preservation of the housing stock is to assess the type and location of existing housing problems. Census data indicate that there are areas to the south and northwest of downtown in which kitchen and plumbing facilities are inadequate and a high percentage of units are overcrowded, but this information does not permit specific assessment of other aspects of housing condition. To accomplish this, the City Planning Department is prepared to conduct a survey of housing conditions developed by the San Joaquin Community Development Program. The results of this survey will be useful in pinpointing specific problems and problem area. Once this is done, it will be possible to plan appropriate actions to treat existing and anticipated situations. The San Joaquin County

Council of Governments Housing Study will also provide useful information on housing preservation once it is completed.

Recommendations

- a. Program public improvements such as street repaving, tree planting, and recreational facilities in areas found to be deficient.
- b. Investigate the feasibility of subsidized code enforcement rehabilitation measures for units found to be substandard but capable of being upgraded.
- c. Assist in the relocation of occupants of overcrowded or non-rehabilitable units.
- d. Encourage the Manteca Community Schools program to offer courses in home repair and maintenance.

III. COMMUNITY FACILITIES AND SERVICES

To a large extent, the character and quality of Manteca's urban environment in the future will be dependent upon the City's plans and commitments for community facilities and services. These include not only the essential provisions for health and safety, but institutions which sustain the cultural and social life of the community as well. The City has varying degrees of responsibility regarding the proper provision of community facilities and services, but the following five categories are considered to be of sufficient importance to warrant recognition and designation in the GP: A) civic and governmental facilities; B) schools; C) quasi-public institutions (churches, hospitals, fraternal, and other similar facilities); D) parks and recreation centers; and E) municipal utilities and services.

A. Civic and Governmental Facilities

The most significant civic facility proposed within the Planning Period is the new civic center, the design of which is currently in progress. This facility will be situated on a ten-acre site on Center Street between Union Road and Walnut Avenue, and will provide Council chambers as well as offices for City Administration and the Departments of Public Works, Planning, Parks and Recreation, and Public Safety. Eventually, an additional fire station is planned for this site. The new civic center will undoubtedly stimulate the existing trend toward commercial and residential development in this part of the City.

Besides recognizing the development implications of the civic center, the GP map indicates appropriate area for the expansion of the City Library.

B. Schools

Although the City is not responsible for the provision of schools, it is nevertheless within the scope of the General Plan to consider questions of

appropriate location and adequate access for such facilities. Most of the schools in the Planning Area are under the jurisdiction of the Manteca Unified School District, including Manteca and East Union High Schools and five combination elementary/junior high schools. The portion of the Planning Area east of Highway 99 is served by New Haven School and some westerly portions of the Planning Area are served by Nile Garden School. St. Anthony's parochial school and the John McFall School for the Retarded also serve the Planning Area.

Policy 5. *The City shall coordinate with the Manteca Unified School District to facilitate the proper location of new school sites. The City shall ensure that new residential development provides for safe and convenient access to appropriate school sites.*

Discussion

Anticipated growth during the Planning Period will require the location and construction of additional school facilities. However, a number of factors make it difficult to predict with any precision the sites and phasing that will be required. One of the most significant unknowns in this regard is the effect of possible implementation of year-round school operations. A trial of this system will be initiated on a pilot basis at the Golden West School beginning in 1975. Year-round operation reportedly could increase a given school's yearly capacity by 25 to 35 percent. However, it is too soon to assume that all existing and future schools in the Planning Area will utilize year-round operation.

Another factor which is difficult to anticipate is the student per household ratio in expected new development. Currently a ratio of approximately 0.4 K-6 students per household exists in the Planning Area. However, new development usually has a higher ratio and continued growth during the Planning Period may be expected to raise the student ratio for the City to some extent.

The duration and organization of the school year, together with the student per household ratio, will largely determine the number of schools that will

be required by a given number of new units. In order to obtain a planning estimate of projected school needs the following figures were utilized:

Assuming that an elementary school student per households ratio of 0.5 were ultimately reached, then an elementary school with a current enrollment of 475 K-6 students would be required by 950 occupied units under a traditional school year, and by about 1,250 occupied units if year-round instruction were offered. This general range had been used for purposes of preliminary site location in the PGP, but these assumptions may have to be re-evaluated during the course of the Planning Period to make adjustments for changing conditions. The GP map indicates the future combination elementary/junior high school sites based upon an assumed holding capacity of 1,100 units per school. This ratio and the realization of COG estimates for new residential construction will require five new schools in the Planning Period. Also, towards the end of the Planning Period, a new high school may be required, and a campus of Delta Community College may be established, the latter on a site north of the City on Lathrop Road.

C. Quasi-Public Institutions

Quasi-Public institutions such as churches, lodge halls, hospitals, and similar facilities, serve as the focus for important local social activities and contribute to a sense of community identity and a feeling of friendliness. Currently there are about $1\frac{1}{2}$ acres devoted to such social institutions for each 1,000 people in Manteca, and this is probably a satisfactory ratio. The City cannot reasonably be expected to affect the number of social institutions that will develop in the future, but it is appropriate and desirable for consideration to be given to the best location of such new facilities.

Policy 6. *The City shall consider the adequacy of provisions for sites and access to anticipated and desired social institutions as part of the review process for residential developments.*

Discussion

Currently the City's Subdivision Ordinance does require a subdivider to give due consideration to the reservation of sites for schools, parks, and

"other essential public services and facilities required to serve the subdivision."¹ This principle should be applied to quasi-public social institutions. Ideally each area would have its fair share of such facilities at locations accessible by pedestrian linkages within the area, as well as by auto from without. Such institutions, when properly located, can also function as buffers between incompatible uses.

Recommendation

- a. Revise the PUD ordinance to specify requirements and procedures for site reservation and access standards for social institutions in new residential developments.

D. Parks and Recreation

In recent years the City of Manteca has devoted considerable attention to the subject of parks and recreational facilities. In 1971, consultants to the City produced a report analyzing the City's recreational facilities and proposing standards for the future. Although this report assumed a growth rate which now appears to be somewhat overstated, the report was thorough and most of its recommendations still appear to be sound. In particular, the acreage standards for recreational facilities proposed in the report and adopted by the City have been utilized in the preparation of the GP.

Policy 7. *The City shall provide 2.5 acres of neighborhood and 2.5 acres of community recreational facilities per 1,000 residents.*

Discussion

The Open Space/Conservation Element of the General Plan, prepared by the City Planning Department and adopted in 1973, listed 21.7 acres of neighborhood and 77.4 acres of community park land owned by the City. Since that time steps have been taken to acquire an additional 29 acres of neighborhood park and 40 additional acres for the community golf course, thereby

1. City of Manteca Subdivision Ordinance No. 353, Section 311B.

producing about 50 acres of neighborhood and about 120 acres of community park when developed. The City's standards applied to the existing PA population of about 18,000 indicate a present need for 47 acres of neighborhood and 47 acres of community parks. Thus development of currently planned neighborhood-oriented parks will meet the City's existing acreage requirements for those facilities, while development of the planned ten-acre park near the golf course will meet the current community park requirements.

Since the anticipated 1995 PA population is about 32,000 residents, it appears that the total amount of park land currently planned would be adequate for the expected population within the Planning Period. However, unless additional neighborhood-oriented parks are acquired and developed before 1995, the City will fail to achieve its standards for such facilities by about 30 acres. Since land prices for park sites will tend to rise after adjacent development has occurred, the City should place a high priority on the early acquisition of necessary land in appropriate locations.

Recommendations

- a. First priority should be given to the acquisition of suitable sites for neighborhood recreation facilities to serve new residential development.
- b. Second priority should be given to acquisition of land for expansion of the City golf course.
- c. Third priority should be given to the development and necessary upgrading of park sites in fully developed areas.
- d. Fourth priority should be given to development of the golf course addition.

Policy 8. *The City shall strive for the greatest and most efficient utilization of its recreation facilities.*

Discussion

The total acreage is but one criterion of the adequacy of a City's recreational facilities. Just as important are concerns that parks and other recreational facilities be accessible, and of an appropriate size, that all age levels in the community be adequately served, and that the economies of multiple use be explored.

Table 4

PARK SPACE AND ACCESS STANDARDS

ELEMENT	Minimum Acres Per 1,000 Pop.	Desirable Size (acres)	Population Served	Service Area Radius
PLAYLOT	0.3	1/4 - 1/2	300-800	1/8 mile
PLAYGROUND	1.2	2 - 6	1 - 5,000	1/2 mile
PLAYFIELD	*	10 - 20	10 - 20,000	1½ miles
NEIGHBORHOOD PARK	1.0	1 - 4	1 - 4,000	1/4 mile
COMMUNITY PARK	2.5	100	25 - 40,000	Within 30 min. travel distance

* Since playfield facilities are normally available at each school, no additional allowance will be made for this facility.

Source: Daniel, Mann, Johnson, and Mendenhall, Recreation Element of the General Plan, City of Manteca. August 1971.

Recommendations

- a. Link new parks to non-motorized circulation paths as well as providing access by automobile.
- b. Develop new neighborhood parks and playlots in the 1-4 acre range in order to satisfy the service radii criteria indicated in Table 4.
- c. Ensure that adequate recreational facilities are provided for all age groups within the community, including teenagers and senior citizens.

d. Investigate the feasibility of cooperative use of school playfields as public recreational facilities when school is not in session and investigate the feasibility of incorporating storm water retention basins into new park sites.

E. Municipal Utilities and Services

One of the most important functions of any city is the provision of municipal utilities and services such as water, sanitary and storm sewerage, refuse collection, and police and fire protection.

Provisions of such services require approximately half of Manteca's annual budget and for this reason alone the City must ensure that plans for future growth provide for the efficient expansion and operation of these vital facilities and services.

Policy 9. *The City shall not encourage the provision of municipal utilities and services to new development in a disorderly growth pattern outside of the development area within the Planning Period.*

Discussion

Recognizing the importance of long-range planning for necessary capital improvements, the City has in the last decade commissioned major planning studies for storm drainage, sewage treatment, and municipal water supply. For the most part, these studies will continue to provide a useful guide for future planning. However, even the most recent of these studies has been based on earlier and higher growth projections and will therefore require adjustment in certain areas. In particular, revision is necessary to reflect the reduced amount of development which is considered likely and desirable east of Highway 99. The storm drainage and water supply studies included collection and distribution facility master plans which will require this type of adjustment. To date no master plan has been developed for a sanitary sewer network within the City, although extensions to Raymus Village and Lathrop have been evaluated.

The policy of carefully appraising the extension of municipal services to proposed developments outside of the designated development area will help to ensure that expensive capital improvements are provided in a timely fashion, and in addition it will encourage the sort of orderly development which tends to reduce operating and maintenance costs.

Recommendation

- a. Revise the current storm drainage and water supply master plans and develop a sanitary sewer master plan to reflect the provisions of the GP.

IV. COMMERCIAL ENVIRONMENT

Retail commercial establishments are an important source of City funds. One cent of the six-cent state sales tax is returned to the City in which the taxed merchandise was sold. Manteca's retail sales tax revenue in 1973 was equal to almost one-fifth of the entire City budget for 1972-73. Thus, a strong retail community is essential, not only to improve the quality of life for residents in terms of consumer convenience, but also for the functioning of the City government and services. Manteca's sales tax revenues per capita are high; as Manteca does not have an exceptionally high income range, this indicates that a significant volume of sales is generated by non-residents. In order to retain those sales in the face of growing competition, particularly from the regional shopping center proposed for a site north of Modesto, and new retail facilities in southern sections of Stockton, Manteca will have to take positive steps to become as attractive a place to shop as possible.

The survey of the Citizens' Advisory Committee's viewpoints conducted by DUNCAN & JONES, and the 1962 General Plan, indicate that downtown Manteca is both in need of revitalization and that there is support for the efforts necessary to accomplish it. Manteca's original commercial area, the old downtown, grew up around the intersection of old Route 99 and Route 120. (North-south through traffic has been diverted to a freeway bypass on Route 99, and it is the City's objective that east-west through-traffic will soon be diverted to a freeway bypass on Route 120.) This downtown area still has many of the physical characteristics of the original development: small stores on small lots, a lack of coherence in the locational pattern of stores, a grid street pattern, and often inadequately located and sized parking facilities. Many of the individual merchants have not changed their merchandising methods as consumer preferences have changed; in some cases, the physical constraints of the stores have prevented such changes. There has been, and still

is, heavy through-traffic, including many trucks, on Route 120. A number of highway-oriented businesses, such as service stations, presently exist to serve this through-traffic. These are not appropriate uses in a downtown area which should serve shoppers walking from store to store.

As Manteca has grown new retail and service outlets have begun to locate outside the older downtown area, mostly along Yosemite Avenue and North Main Street. The attraction of these locations for new businesses includes larger parcels of land on which parking areas can be provided, less congestion, and perhaps slightly lower land prices than are found downtown. Thus, a commercial strip pattern has been established in Manteca. This process has been accelerated by the extensive areas of land which have been commercially zoned along Yosemite Avenue and North Main Street, extending to the perimeter of the City. The extent and character of commercial development which has already taken place in outlying parts of the City has had a negative effect on downtown Manteca. Further premature development of this type is likely to contribute to the further deterioration of downtown.

A substantial amount of information was prepared by DUNCAN & JONES on the extent and character of existing commercial development, its relationship to the land currently zoned for commercial uses of various kinds, and the contribution made by the different categories of retail outlets to the City's sales tax revenues. These data indicate that there is currently an excessive area of commercially zoned land in Manteca in relation to the amount that existing population and retail expenditures can support, and that the existing developed area, while attracting a substantial volume of sales from residents of areas beyond the City limits, as a whole performs at a relatively low level of sales productivity. Of the approximately 285 acres of land presently zoned for commercial use, only about 125 acres are actually commercially developed at this time. Another indicator of commercial over-expansion is the extent of vacant commercial space in the City. This includes new store space in the shopping center on Yosemite Avenue near Route 99, as well as vacant stores and service stations along Yosemite Avenue which are likely to increase in number when the completion of the Route 120 freeway bypass causes additional highway-oriented uses to relocate or go out of business.

The population in the PA is projected to increase by about 13,200 people in the next twenty years, a 70 percent increase, but the rate of growth in the outlying areas, which currently contribute a significant proportion of the total retail sales in Manteca (perhaps as much as one-third) will be much lower than for the urbanizing area. The population and purchasing power in the Manteca trade area will therefore not reflect as great an expansion as the PA population figures display. Reference has already been made to the probable expansion of competitive commercial facilities to the north and south of the PA, within acceptable driving distance for most residents of Manteca. Another factor which is likely to dampen the extent of land required for new commercial development, and also threaten the stability of some existing Manteca businesses, is the trend towards high-volume merchandising characteristic of the newer shopping centers, which both require, and are capable of serving, a larger population with less space, generating more sales per square foot of floor space.

The Citizens' Advisory Committee indicated very forcibly that they believe the GP should designate for commercial use all areas currently commercially zoned. There are several reasons for this sentiment, including the objective of making Manteca as attractive as possible for commercial development, a belief that there is little or no support for "downzoning" or rezoning existing commercially zoned land, and a desire not to frustrate the expectations of the owners of vacant, commercially zoned land. The GP shows substantially more commercial use than is likely to be necessary, desirable, or achievable for the Planning Period. In some cases, the commercial use designated by the GP does not correspond to the existing commercial zoning category. An example of this is North Main Street, where some areas presently zoned for general commercial use are indicated for community commercial development, principally because there appears to be a need to provide some differentiation in the continuous commercial frontage on both sides of the street, and because of the conflicts with adjacent land use that might result from the presently defined use.

Policy 10. *The City shall recognize the distinctive differences in operational and functional character, visual appearance, locational and physical requirements, and the consumer markets served by the broad range of commercial*

activities by making specific provision in the Zoning Ordinance and the General Plan for the various major types of uses identified.

Discussion

The commercial categories in the current zoning ordinance are not clear-cut; there are overlapping uses in most of the categories, and there are insufficient criteria or standards spelled out for differentiating between them. The GP map indicates commercial uses according to five commercial categories: Neighborhood, Community, Office, General, and Highway. The actual net acreage in use in the above categories, the net acreage designated by the GP for the above categories, and the net acreage in each commercial zoning district at present, are all shown in Table 5.

Table 5
NET ACREAGE OF COMMERCIAL USE CATEGORIES BY ZONING DISTRICTS,
ACTUAL USE AND IN THE GP
City of Manteca, California

GP (1995)		Actual Use (1974)		Zoning Districts (1974)	
Category	Acres	Category	Acres	Category	Acres
<u>Total</u>	<u>390</u>	<u>Total</u>	<u>123</u>	<u>Total</u>	<u>295</u>
Neighborhood	32	Neighborhood	21	C-R	43
Community	176	Community	38	C	180
Office	17	Office	3	C-O	8
General	73	General	39	C-G	64
Highway	92	Highway	22	--	--

It is important to remember that the acreage designated for commercial use in the GP relates to the Planning Period ending in 1995. It is not desirable or feasible that all the acreage shown be developed in the near future. The GP shows more retail acreage than does the current zoning district map, although this acreage is distributed differently in the two maps. The GP

acreage is felt to be more than sufficient to accommodate all necessary future growth requirements.

The five categories of commercial use defined in the GP are described briefly below in terms of their functional characteristics, their relationship to existing zoning district classifications, and their locations on the GP map.

Neighborhood Commercial: Provides convenience goods and services for daily consumption and frequent purchase to satisfy the most frequent needs of the surrounding residential area. The dominant store is usually a grocery store of less than supermarket size; other establishments might include shoe repair, drugs, laundry, bakery, news, and hardware. This category is much the same as the "CR" zone in the current zoning ordinance. Typically each subarea would contain two or three acres of land for neighborhood-oriented small-scale commercial development of this type.

Community Commercial: This category combines the main and traditional concentration of retail commercial activity within the downtown area and the more recent type of retail uses housed within coherent and unified shopping center developments. In both cases, the uses may be similar, with primarily convenience stores providing goods or services which are needed on a frequent or daily basis, as well as some comparison shopping outlets. The merchandise offered by stores of this type tends to consist of less frequently purchased items, with higher prices, and often are durable goods such as clothes, furniture, appliances, hardware, and other similar categories.

The downtown area may contain specialty stores and services which may not be capable of support in or appropriate to outlying shopping centers. The appearance, physical organization, and function of the downtown commercial area will tend to be more heterogeneous than shopping center developments. The GP's policies and provisions are designed to support the preservation and expansion of viable downtown commercial uses and the orderly transition from moribund uses and development.

The GP reflects within the Community Commercial category several shopping centers, including those which now exist, have been approved, or are zoned for future development and use. Such centers are envisaged as about ten acres in size, are intended to serve a population of about 5,000 persons, should be located on at least one (and preferably two) arterial thoroughfares, and designed for easy access which does not overload the capacity of those streets. A major variety store, supermarket, or chain drug store is usually a major tenant, and the site plan provides ample off-street parking.

The Community Commercial category is generally interchangeable with the "C" Zone Districts in the current zoning ordinance.

Administrative and Professional Office: This area provides for those commercial activities which are conducted in office-type facilities, and which deal primarily in services rather than goods. The major use of land in this category consists of administrative and professional offices in which financial, insurance, real estate, medical, legal, dental, educational, and other services are provided. This category corresponds to the "CO" zone in the current zoning ordinance. The GP map designates a 4-block area on Center Street east of Grant, and an area south of the new Civic Center for office use.

The Community Commercial and Office categories are closely related physically and functionally in the downtown area. Offices and specialty shops such as fine restaurants, import shops, and other specialized goods and services establishments complement each other. A successful office zone can contribute to a healthy downtown, and vice versa.

General Commercial: This type of development serves chiefly automobile-oriented commerce. It contains a wide variety of retail establishments which provide an assortment of goods which are similar in several aspects: the facilities or goods are too large to be adequately accommodated in other commercial areas and each establishment is a self-generating business in which the goods are infrequently purchased and often are the sole purpose of the shopping trip. Light wholesaling and distribution of a relatively small size and inoffensive operation or appearance are also included in

this category. This is somewhat similar to the "CG" zone in the current zoning ordinance, although the CG zone presently requires revision to limit the uses permitted in the zone. General Commercial uses have been indicated along Moffat Boulevard, as a buffer between the high school and existing residences located north of Moffat and the railroad and industrial uses located to the south. The Moffat Boulevard area presently contains many uses of this type.

Highway Commercial: This category provides services which are oriented almost exclusively to the needs of people traveling on freeways. Typical uses include motels, restaurants, gas stations, and truck stops. Automobile sales and service uses are also appropriate in this category. These areas ideally should be located at freeway interchanges in order to keep through-traffic from having to enter areas in which local traffic predominates. There is no comparable zone in the current zoning ordinance. Highway commercial development is shown at the intersection of Yosemite Avenue and the US 99 bypass, where to some extent it already exists, and at the intersection of Manteca Road and the proposed Route 120 bypass.

Recommendations

- a. The City should amend the Zoning Ordinance to provide greater differentiation between commercial uses that, because of their functions, are unlikely to coexist without conflict and inefficiency.
- b. The City should attempt to initiate efforts to maintain more complete data on a continuing basis that would enable Zoning Districts and General Plan designations to be monitored and validated with respect to actual trends in commercial development, land use, and sales performance by category.
- c. The City should maintain on-going inspection of commercial development throughout the City to ensure that conversion to non-conforming and incompatible functions does not occur, which would exert a negative influence on the economic strength of the community. High standards of construction, landscaping, design, and maintenance should be demanded and enforced.

d. Encourage highway-oriented commercial development, while prohibiting other types of commercial use, at the interchange of the Route 120 bypass and Manteca Road.

Policy 11. *The City shall encourage the revitalization of the older downtown shopping area of Manteca.*

Recommendations

- a. Implement plans for one-way couplets on Main and Grant Streets.¹
- b. Provide amenities such as street trees and street furniture.
- c. Encourage the efforts of the downtown Merchants' Association in working towards solutions to some of the problems of downtown by pooling parking facilities, encouraging new businesses to locate downtown, encouraging businesses to modernize and beautify their premises, and other similar programs.
- d. Continue to permit commercial growth outside the downtown only in areas where population growth makes new facilities necessary.
- e. Make every effort to enlarge and strengthen the office area in order to make Manteca a sub-regional center for business and professional services.
- f. Consider the feasibility and advantages of providing City leadership and participation in designating some downtown blocks a redevelopment area under the California law, and using tax increment bonds as a means of financing improvements.

Policy 12. *The City shall encourage a development pattern in which commercial uses outside the downtown are clustered at appropriate locations and shall not permit it to occur in a discontinuous or scattered fashion along major streets.*

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1. The firm of Alan M. Voorhees & Associates, Traffic Engineers, is currently reevaluating the couplet system, and this recommendation may be subject to revision following their report.

Discussion

The unaesthetic quality of most strip or ribbon development and the interruption of traffic flows caused by such development are detrimental to the quality of the abutting neighborhoods. A clustered pattern of commercial parcels as suggested above is one measure which can be used to diminish the negative effects of commercial strip development.

Recommendation

a. Ensure that new commercial development on Yosemite Avenue and Main Street relates well to an existing cluster and that it does not become a separate, strip-type facility.

Policy 13. Crossroads commercial development on County arterials should be limited to neighborhood commercial facilities.

Discussion

Neighborhood commercial facilities are necessary to fill the everyday needs of residents in the sparsely-settled agricultural portions of the PA and the PPA. Other types of commercial development, however, can create traffic hazards, can be detrimental to centrally-located business, and can also accelerate residential growth in areas where it is not desirable. The one exception to this policy should be the areas in the Moffat Boulevard/Route 99 interchange, where general commercial uses may be appropriate.

Recommendation

a. The City should express to the Board of Supervisors of San Joaquin County that it does not wish commercial development in the unincorporated areas of the PA and the PPA to occur except in the form of neighborhood facilities necessary for the residents of the rural areas, and except for the Moffat Boulevard/Route 99 general commercial area.

V. THE INDUSTRIAL ENVIRONMENT

A characteristic pattern has emerged in Manteca, in which the wage-earners in families living in Manteca work in Stockton and other areas outside of the City. This not only creates unnecessary automobile trips, it also tends to adversely affect the fiscal situation of the City by creating service demands that exceed taxable sources of revenue. The availability of an ample supply of industry related jobs will further enhance the total environmental quality of the community.

Policy 14: *The City shall assure the provision of an adequate supply of industrial land, located so as to isolate and insulate it from residential and commercial uses, to accommodate all industrial growth that can be reasonably expected within the planning period.*

Discussion

At present the Manteca Planning Area has approximately 485 acres of industrially-zoned land. Of this total, approximately 200 acres are already in industrial use. Projections for industrial employment in San Joaquin County¹ indicate an increase of 81 percent in manufacturing employment for the entire county by 1995, mostly in non-food processing categories. No attempt was made in this report to allocate this growth to sub-areas within the county; in any case, the share of this growth that will be captured by Manteca's industrial areas is impossible to predict with any accuracy due to the many intangible factors involved in industrial location decision-making. Manteca's future success in attracting industry will depend on its residential amenities,

1. Projections of the Economy of San Joaquin County, Stanford Research Institute, February, 1973.

its governmental climate, its locational advantages, and the incentives offered by the Industrial Park. There is a great deal of competition for industrial development and tenants throughout the county, with Stockton having the advantage of an airport. However, Manteca will have the advantage of being a crossroads community once the Route 120 Bypass is completed making it attractive for growth as a warehousing, wholesaling, and distribution center. If it is assumed that Manteca will obtain its proportional share of the county's anticipated industrial employment growth, an additional 165 acres of industrial use could be expected by 1995. There are presently 285 acres of industrially-zoned land which are not in industrial use. However, approximately 90 acres of that total are in the Spreckels property and the projected growth would exclude any expansion that Spreckels may decide upon within its own holdings. Furthermore, some of the area currently zoned for industrial use may be inappropriate for that purpose. Therefore, it is conceivable that additional undeveloped land beyond that now zoned for industry will be required for industrial use by 1995.

Recommendations

- a. Proceed with development and promotion of the City's industrial park, and restrict new industry to appropriate locations as indicated in the GP map.
- b. During the Planning Period expand the industrial park when required for suitable additional industrial sites.
- c. Restrict new industrial uses in the PPA to those which are directly related to agricultural production.

Policy 15: *The City shall differentiate between types of industrial uses in order to better control their effects on neighboring land uses.*

Discussion

Manteca's existing industrial zoning makes no distinction between types of

industrial uses. The only distinction is between "industrial" and "industrial park." The General Plan provides two categories of industrial use: Light Industrial, which includes transportation, communication, utilities, light manufacturing, warehousing and distribution facilities that do not generate substantial truck traffic; and Medium/Heavy Industrial, which includes all other industrial uses. The industrial park falls into this category. Medium/heavy industrial uses are not normally appropriate adjacent to residential or downtown commercial areas; thus where existing industrial uses of this type are adjacent to existing commercial or residential areas the industrial use should be considered non-conforming and measures such as landscape screening should be implemented to reduce any obtrusive effects of the industrial use while it continues.

Recommendations

- a. Review and revise the City's Zoning Ordinance where necessary to achieve consistency between it and the General Plan, as adopted, with respect to permitted uses and development standards in industrial zones.

VI. THE AGRICULTURAL ENVIRONMENT

Manteca originally evolved as a crossroads agricultural service community. It encompassed a relatively insignificant number of acres compared to surrounding agricultural uses until two or three decades ago, when the current residential development trend commenced. The commercial and residential growth of Manteca has currently achieved such a level as to threaten the viability of continued agricultural use in some of the surrounding areas. The following discussion on the provisions of the GP is concerned with its objective of protecting productive agricultural areas from urban encroachment.

The agricultural capacity of soils in the Manteca Planning Area ranges from good to excellent, according to the Storie Index Rating, with a few patches of heavy or hummocky soil assigned fair or poor ratings. The soils are predominantly of alluvial or flood plain origin, and range from medium to coarse in texture. Drainage in the area is generally good, with most areas having deep permeable subsoils that permit moderate aquifer recharge. Some of the subsoils are underlain with clay hardpans or silt lenses which inhibit passage of water within the subsurface strata. With irrigation, soils in the Manteca Planning Area produce significant yields of grapes, deciduous tree fruits, nuts, and field crops. Less productive soils are utilized for grazing.

Rapid land-consuming urbanization in the Manteca area could pose some threat to the continued agricultural use of viable farm land in some areas. The 1962 General Plan indicated that the entire Planning Area surrounding the incorporated City was appropriate for low-density residential development. This may have contributed to the process of scattered subdivision of county parcels into small lots, from one-half to two acres, for rural residences. Land divisions of this nature can yield uneconomic units of farm lands.

Policy 16. *The City shall encourage the continued agricultural use of existing productive agricultural land in the Manteca Planning Area and the Peripheral Planning Area, until a substantial demand for the orderly urban development of these lands occurs as part of community expansion.*

Discussion

The county has adopted a Conservation Element map, which identifies three major "Urban Growth Areas" for Manteca. Two agricultural areas, one west of the golf course and the other east of Cottage between Southland and Louise, are designated as "rural residential" areas. Most of the areas indicated as low-density residential on the existing General Plan have County I-PA zoning, which permits a variety of uses with a use permit, including three houses per acre and trailer parks. In addition, a large area to the west of East Union High School, from Northgate to Lathrop, is zoned RA-15, which permits houses on slightly over one-third acre lots.

The California Land Conservation Act of 1965 (Williamson Act) provides a method of preserving agricultural areas, the future viability of which is threatened by land divisions and urban expansion. The Act's intents are to protect prime agricultural lands (and thereby maintain that element of the state's economy), encourage orderly growth (and thus avoid the costly provision of services to widely dispersed developed enclaves), and to recognize and conserve farm and grazing lands for their "open space" value. The Act requires that land be designated as an "agricultural preserve" by the County Board of Supervisors. Following designation, individual parcel holders are permitted to sign bilateral Williamson Act contracts within the County.

A Williamson Act contract is a legal agreement to conserve agricultural land in agricultural use for ten years. The Act provides that covered parcels may be assessed for taxation purposes only on the basis of their value for those uses permitted by the contract, and not by sales data from surrounding lands.

Agricultural Preserve status is granted for a minimum of 100 contiguous acres of prime agricultural soils, and individual Williamson Act contracts require a minimum parcel size of five acres. (Parcels under 20 acres, however, will be considered only if contiguous parcels totaling at least 20 acres seek the contract jointly.) Prime agricultural lands must be rezoned EA-40 in order to receive agricultural preserve status. One preserve in the lands to the north and east of Summer Homes Drive has been established, and contracts signed.

Recommendations

- a. Adopt an Estate Zoning category permitting some flexibility in rural or low-density residential development within the PA (one-half to two-acre parcel sizes).
- b. Seek to preserve permanently these existing viable and outlying agricultural land areas until the economies of scale warrant urban expansion.
- c. Determine that the defined areas for low-density residential development and urban reserve within the PA will provide the amenities noted in a. and b. above.

VII. CIRCULATION SYSTEM

The circulation system is one of the most important components in the community because it provides access between all the community elements, as well as connections to the exterior circulation system. In Manteca the intersection of highways and a major rail line presents opportunities and problems of outstanding importance to the entire General Plan. The first portion of this chapter provides a description of the system of major and local streets required to serve Manteca's future needs. The second section explores ways of reducing excessive dependence on the private automobile, primarily through the development of a major new network of non-motorized pedestrian and bicycle paths to connect schools, parks, and other community facilities.

A. Motor Vehicle Circulation

In 1968, consultants to the City completed a major street and circulation plan for the Manteca Planning Area based upon then existing and anticipated traffic demands.¹ Many of the recommendations of that study have since been adopted by the City. Although the consultants' report appears to have been a thorough and reasonable study, it was based upon expectations of residential growth which are now considered excessively high: a design year population of approximately 45,000 was assumed for the year 1990, whereas current population projections indicate a 1996 Planning Area population of about 32,000. Furthermore, the 1968 circulation plan was based upon expectations of a lower

1. Wilbur Smith and Associates. Manteca Major Street and Circulation Plan, October 1968.

density residential development than that which now seems likely, and in specific instances, subsequent events now require the revision of adopted alignments for certain streets. In response to these new conditions as recognized in the General Plan, a revised street plan has been developed and is indicated on the General Plan map.

Policy 17. *The network of streets and highways within the Planning Area shall provide safe and efficient access for anticipated internal and external vehicular trips.*

Discussion

The 1968 Circulation Plan proposed two one-way couplets designed to facilitate circulation in the downtown area. One couplet was proposed for Center Street and Yosemite Avenue between Fremont and Walnut, and the other couplet was indicated for Maple and Grant Avenues between Edison and Moffat, with Main Street designated as a local access road. In 1970 the City adopted a specific street plan for the transition sections of the Maple and Grant Avenue couplet, but no action has yet been taken on the proposal for a Center Street and Yosemite Avenue couplet.

Because of the expected decrease in the pace of future development, full implementation of this couplet system may not be required within the Planning Period. However, excessively high traffic volumes currently do exist on Yosemite Avenue and will continue, at least until the Highway 120 bypass is completed. Furthermore, possible future construction of a proposed grade separation facility for Yosemite Avenue at the Tidewater and Southern Pacific rail crossing may require a major detour route. The GP treats both of these problems by developing the indicated portion of Center Street as a two-way relief arterial for Yosemite Avenue. Acquisition and ultimate construction of the transitional connections could improve the operation of Center Street as a relief arterial and could facilitate implementation of a one-way couplet system if and when it is required.

It appears that a one-way couplet to relieve North Main Street may not be required until late in the Planning Period at the earliest. It is also likely

that the anticipated pattern of future downtown commercial development will never require the sort of local access road envisioned in the previous Circulation Plan. Therefore, the Maple Avenue half of the proposed couplet has been deleted, and the appropriate portion of North Main Street is designated to serve as the southbound one-way street, with Grant Avenue remaining as the one-way northbound street (as adopted by Council Resolution R 5126, February 3, 1970), if and when implementation of such a couplet becomes necessary.

The previous Circulation Plan also indicated proposed alignments for other arterial and collector streets within the PA. Recently the City Department of Public Works has revised this major street network to conform to the new criteria required by the State Functional Classification system. The General Plan map generally reflects the City's Functional Classification Map, adjusted to reflect the General Plan long-term development area and other specific changes.

Recommendations

- a. Prepare and adopt a Specific Plan to protect the right-of-way for the transitional sections of the Center Street relief arterial and amend the Specific Plan for North Main Street, Grant, and Maple Avenues by deleting the indicated Maple Avenue transitional section north of Alameda Street.
- b. Adopt the Functional Classification Plan as indicated in the GP map, and forward notification of this action to appropriate regional and state agencies.

Policy 18. *The City shall seek to improve the safety of all major railroad crossings in the Planning Area.*

Discussion

The 1968 Circulation Plan proposed grade separation crossings at all intersections of arterials and the Southern Pacific Railroad tracks in the Planning Area. Desirable as this may be, such an ambitious program of grade separation may not be viable within the Planning Period. The worst problems of delay and

congestion occur at the Yosemite Avenue railroad crossing, and for this reason the City Department of Public Works submitted a proposal for grade separation of the Yosemite Avenue crossing. The State Public Utilities Commission has reviewed that proposal and granted the project a high priority for financial assistance. If the Highway 120 bypass is completed, it may be more difficult to secure such funding. Eventually grade separation may be needed at the Center Street railroad crossing as well.

Frequent serious accidents involving automobile/train collisions in the Planning Area indicate a pressing need for improved protection of all major railroad crossings. The City has recently made such improvements within the incorporated area. However, improvements are still needed at the intersection of arterials with the Southern Pacific Railroad tracks in portions of the Planning Area under County jurisdiction.

Recommendations

- a. Take such action as may be necessary for implementation of the Yosemite Avenue grade-separated railroad crossing proposal.
- b. Coordinate with other appropriate agencies to effect the installation of gate-type protection devices at railroad crossings on all arterial roads in the Planning Area.

Policy 19. *The City shall ensure that transportation-induced impacts are adequately controlled so that adjacent activities are not adversely affected.*

Discussion

The purpose of the circulation system is to serve the needs of the community. However, transportation activity, if inadequately regulated, can cause serious community problems of noise, pollution, glare, inconvenience, or hazard. In Manteca, the two major highways and the heavily used rail line combine to create potentially severe impact problems in many parts of the Planning Area, particularly with regard to noise levels. A thorough investigation of

existing and anticipated noise impacts is beyond the scope of this document. But general assessment procedures developed for the Department of Housing and Urban Development indicate that noise levels created by operations on the Southern Pacific Railroad would normally be unacceptably high for residential and other noise-sensitive development to a distance of six hundred feet from the tracks.¹ Adequate noise shielding could, however, reduce this distance. Noise levels on highways are determined by a number of factors, including traffic volumes, roadbed configuration, and the ratio of trucks to automobiles. Highway 99, and to a lesser extent Highway 120 and the proposed freeway bypass, appear to present very serious noise problems for adjacent areas. New noise-sensitive development should not be allowed adjacent to these transportation facilities at least until long-range noise forecasts and standards for noise shielding are available to the City.

Recommendation

- a. Undertake the preparation of a Noise Element to the General Plan as required by Section 65302 of the Government Code.

B. Alternative Circulation

Despite the many advantages provided by the private automobile, there is increasing recognition of the problems that are created when a circulation system is totally dominated by this mode. First, the automobile is undoubtedly one of the most dangerous elements in the suburban environment. One-third of all fatal collisions involve an automobile hitting pedestrians or bicyclists.

Second, the automobile can create serious environmental problems of air and noise pollution. Nationwide, 124 million tons of chemicals are emitted into the atmosphere each year by motor vehicles, predominantly autos. This accounts for approximately half of the total emissions from all sources. A recent study for the California Air Resources Board has designated the San

1. Schultz, Theodore J. and McMahon, Nancy M. Noise Assessment Guidelines. U. S. Department of Housing and Urban Development, August 1971.

Joaquin Valley as a "basin with critical air pollution problems." Eventually, the emissions problem may be solved for autos, but middle-range planning should make this a serious consideration.

Third, in many overt and subtle ways, the automobile has negative consequences for the visual quality of the American landscape. Too often the automobile has created monotonous sprawling development connected by rivers of asphalt with islands of parked cars under a smoggy haze.

Fourth, although streets link a town together, streets with high volumes of traffic, such as major arterials and highways, can also act as barriers. This fact is obvious when a new freeway is cut through existing development, but similar problems may evolve when new development adjacent to a freeway is not properly planned or when new development generates increased traffic through an existing neighborhood. And finally, the automobile has a relatively low energy efficiency rate compared with other modes.

Policy 20. *Investigate and pursue opportunities for improving the mobility of residents who do not have access to private automobiles.*

Discussion

Access and mobility in the suburban density development prevalent in Manteca is best provided by the private automobile. 1970 census data indicate that 90 percent of the households in Manteca have access to at least one automobile. This leaves a small but significant group of residents who are too frail or too poor to make use of the dominant mode of transportation. Furthermore, within the households there are transportation needs which are currently unmet for housewives without a second car and for children. A variety of approaches for increasing local mobility merit attention.

Recommendations

a. Investigate possibilities for instituting and funding a local transportation service, such as a subsidized taxi service, for mobility-deprived segments of the community.

b. Coordinate with other appropriate agencies and institutions to promote the use of carpools, especially for work trips.

c. Encourage higher density development within walking distance of neighborhood-oriented commercial and other activity centers.

Policy 21. *The City shall establish a network of pedestrian and bicycle paths connecting with schools, parks, and other community facilities.*

Discussion

Bicycle use is becoming more popular for recreation and transportation each year. In response to a transportation policy survey on bicycle facilities, the Citizens' Advisory Committee strongly expressed the opinion that bike paths are a transportation, rather than exclusively recreational, facility. A consensus was expressed on the need for new bikepaths to new parks and new residential developments, and eventually between cities. It was suggested that the bicycle carrying capacity of new streets be considered during the design phase, and the potential for converting to-be-abandoned road and rail rights-of-way to bikepaths also be considered. Support for bicycle facilities has also been indicated in the 1973 Open Space and Conservation Element and a report on possible bicycle routes has been considered by the City Council.

Safe bicycle paths, which lead to parks and schools and cross a minimum of streets, are required for younger children. Separation from auto traffic is essential. For older children, the destination assumes greater importance, and paths which lead to downtown areas, libraries, schools, and friends' homes will be needed. Some adults may find bicycle paths efficient for commuting to downtown, but the majority of Manteca residents do not work in the City and will still commute to work by auto. Recreational trails, for rambling around the City or for family outings to the park, will be attractive, particularly to younger families. Mini-parks, developed along the bike paths, are desirable as rest stops, and bike racks should be provided at major destination points.

Pedestrian walkways may accompany bike paths, but they require a separate right-of-way to prevent conflict with the faster moving bicycles. Typical pedestrian trail users will include joggers, dog walkers, persons walking to shopping areas, possibly with babies in carriages or strollers, and children walking to school. Safety, convenience, and attractiveness are of high priority in locating and improving pedestrian paths. Hard-packed paths, particularly in agricultural areas, could also serve as equestrian trails. Signs which distinguish trails that permit horses from those prohibiting them would be required.

The 1973 Report on Proposed Bicycle Routes suggested that certain streets with adequate width be designated for joint use by autos and bicycles, and that such streets be furnished with necessary signs and striping. However, such measures, while attractive from the standpoint of their relatively low cost, frequently have little impact upon the actual behavior and safety of bicycle riders. Therefore the GP provides that the City pursue the more ambitious and more advantageous alternative of developing pedestrian and bicycle trails on rights-of-way separated and protected from motor vehicle traffic.

Proposed alignments for non-motorized trails are indicated on the GP map. Where practical, these trails utilize SSJID public utility easements. In some areas, separate bicycle and pedestrian facilities could parallel new arterials or collectors, and as suggested in the 1973 bicycle report, the Tidewater Southern Railroad right-of-way has been indicated for non-motorized trail development. The GP map also indicates how such routes could link with schools, parks, and other community facilities. When fully implemented, the indicated network would create 25 miles of non-motorized trails.

Under existing legislatively-approved funding, it will be rather difficult for the City to actively pursue development of the proposed pedestrian and bicycle path systems. SB 325 permits two percent of the City's Transportation Fund revenues to be used for capital outlay expenditures involved in establishing a non-vehicular transportation system. (This two percent expenditure is permissible, not mandatory.) However, the funds generated by this source are so meager that only very modest improvements could be financed thereby.

The Bicycle Lane Account is another potential source of funds. Cities theoretically may receive state funds to cover two-thirds of the cost of developing bicycle paths, but the total state-wide funding only amounts to \$360,000 annually, with the bulk of funds directed to major urban areas. Since total funding per project is inversely proportional to the number of applicants, Manteca should consider applying for these funds only if the number of other applicants is relatively limited.

A more hopeful approach to realizing the proposed non-motorized trail system would be to require the construction of indicated facilities as a condition of subdivision approval as is now the case for street improvements. Currently Manteca requires a curb-to-curb street width of 33 feet for all local residential roads. However, the official standard of the Institute of Traffic Engineers for local roads serving single-family units is 26 feet curb-to-curb width. Properly designed local roads provide access for only a small number of units at a maximum speed of 25 miles per hour and are designed to discourage through-traffic. For such roads a 26-foot width is considered adequate. If residential developments utilized such narrower residential access roads in a proper and efficient manner, a significant savings in capital development costs could be realized and devoted to the provision of needed bicycle and pedestrian facilities.

Recommendations

- a. Continue to investigate possible sources of funds for the construction and maintenance of bicycle and pedestrian trails.
- b. Explore the possibility of trail development on SSJID easements and the Tidewater railroad right-of-way with appropriate representatives of those agencies.
- c. Amend the Subdivision Ordinance to set appropriate development standards and criteria for the provision of pedestrian and bicycle paths and local residential access streets.

VIII. IMPLEMENTATION

A primary requirement for the implementation of the GP is that it adequately assess not only the social, physical, and fiscal characteristics of the City, but that it realistically reflect community values and political realities which will affect the utility of the new General Plan. Discussions were held with local citizens, members of City staff, the Planning Commission, and the City Council, as well as with the San Joaquin County Planning Department staff and other regional agencies involved in planning, for the purpose of understanding the community's needs and priorities. A Citizen Advisory Committee was appointed by the City Council, and the Committee met over a period of eight months to provide policy input into the planning process. A report entitled Background Data and Issues was produced to give the CAC information related to planning decisions, and policy preferences and opinions were elicited through a questionnaire distributed to members of the Committee. An abbreviated summary discussion draft of the PGP was submitted to the CAC and their response provided input into the production of the PGP report text, and of the PGP map.

Preceding sections of the GP have addressed a comprehensive range of planning issues affecting the future growth of the City. 21 policies have been presented for adoption, many of which are accompanied by specific recommendations for achieving those policies. The next step will be the implementation of those provisions which the Planning Commission and the City Council have determined are in the best long- and short-term interests of the City and its residents.

A. State Requirements

A number of state requirements concerning General Plans deserve mention. First, state law requires that the Planning Commission hold at least one public hearing on the Plan, and approve and endorse it for submission to the City Council. The City Council is also required to hold at least one public hearing, and to

adopt the General Plan by resolution, stating that the new General Plan supersedes all previous General Plans for Manteca. Second, this GP contains several of the mandatory elements required by state law (Government Code Section 65302) including land use, housing, circulation, conservation, and open space. It does not contain the required seismic safety, safety, noise, or scenic highway elements. Third, state law also requires that local General Plans be subjected to the requirements of CEQA, and that appropriate procedures are followed, and materials submitted to the Planning Commission at the public hearing held for consideration of the Plan for adoption. Fourth, since the Zoning Ordinance must be consistent with the General Plan (Government Code Section 65860) within a reasonable period of time after adoption, the Planning Commission and City Council should expect to review the Zoning Ordinance and amend it to make it consistent with the General Plan.

B. Fiscal Implications

Although a detailed fiscal analysis is not within the scope of the GP project, it is worthwhile to indicate some of the important factors which the City will have to evaluate in formulating specific programs to implement the provisions of the new General Plan. One of the most important questions concerns the balance of additional costs for capital improvements and services which will be required by anticipated new development versus the additional revenue which may be realized therefrom. Currently many rapidly growing suburban areas are finding that new residential developments produce demands that exceed available sources of local revenue. Most studies of the fiscal implications of growth have found that new residents usually contribute adequate revenue to cover the additional municipal operating costs that they generate. It is the high cost of capital improvements such as schools, parks, streets, sewers, and treatment plants, that can create serious problems if existing residents are required to shoulder the costs created by large new developments. In this regard, Manteca has been relatively successful in its efforts to ensure that new development pays its own way. Currently City ordinances require a developer to provide, or pay a fee to defray the cost of most major capital improvements required by the development.

In Manteca, new school facilities are the most important capital improvements which will be required by future growth and which will probably generate additional costs to existing residents. Although the City is not directly involved in this area, there may be indirect political consequences of the City's policies regarding growth including implications for the success of City-initiated bond measures. However, if the City is successful in attracting significant new industry, even the costs of required new school facilities might be defrayed without undue burden to the local taxpayer.

Besides the fiscal implications of anticipated growth, a number of specific recommendations contained in the GP will require budgetary evaluation by the City. It is recommended that a new Capital Improvements Program be developed to reflect such provisions to cover the period 1975-80. Tables 6, 7, and 8 present detailed recommendations concerning park acquisition and development actions which should be included in the Capital Improvements Program.

C. Zoning Ordinance

Previous reference has been made to the consistency of the Zoning Ordinance provisions and districting to the General Plan in its adopted form as required by state law. The requirements for consistency appear to fall into two categories: the possible adjustment of zoning district boundaries to coincide with designated patterns of land use on the General Plan map, which would necessitate pursuing rezoning procedures for the properties affected; or the amendment of the Zoning Ordinance (Ordinance No. 129) itself in terms of its substantive provisions for permitted uses, densities, or other aspects, which might require formal revision of the Ordinance.

It is premature to determine what rezoning requirements are likely to result from the General Plan. Table 9 illustrates one approach to the consideration of the meaning of consistency in regard to the GP categories and the existing zoning districts as spelled out in the City of Manteca's Zoning Ordinance and the San Joaquin County Zoning Ordinance. It should be emphasized that this is only a preliminary evaluation, and other interpretations could conceivably be made.

RECOMMENDED SHORT-TERM PARK ACQUISITION AND DEVELOPMENT
(INCLUDING SCHOOL PLAYFIELDS)
BY SUBAREAS

Area Boundaries	Existing and Short-Run Characteristics of Area	Type of Park and Development Recommended	Site Location	Suggested Size (in acres)
Northgate, Union, Lathrop, N. Main	Currently contains 18.33 acres of park lands, which are partially developed or undeveloped. The area is expected to experience substantial new residential development.	Neighborhood Park - currently acquired but needs development.	William Martin Park - north of Northgate between Maywood and Kingwood.	1.3
Louise, Union, Northgate, N. Main	No existing parks or schools. 75% of existing housing is single family, and extensive new subdivision development is anticipated.	Neighborhood Park - two irregularly shaped parks, linked by a trail. Land to be acquired, but not developed.	Park/West subdivision, to the south of East Union High School.	7.0 (Private)
			Intersection of Stonewood and Eastwood.	4.0
Yosemite, Airport, Brunswick, SP tracks	The Municipal Golf Course, to the west of Union Road, provides over 70 acres of open space. Surrounding areas, particularly with frontage on Union Road, are anticipated to be developed with low and medium density residential uses. East of Union Road high density development is expected. A new civic center is proposed to be located west of Walnut Street.	Community Park - Currently acquired but needs development. A trail from Airport Road, running along the southern boundary of the golf course will terminate in the park.	South of golf course.	10.0
		Neighborhood Park	Adjacent to Civic Center site and high density residential area north of Center Street.	1.0
		Land to be acquired, but not developed.	On the south side of the Southern Pacific Railroad right-of-way.	2.0

Table 6 (Cont.) RECOMMENDED SHORT-TERM PARK ACQUISITION & DEVELOPMENT

SP tracks, Louise, Tidewater tracks	Now contains less than 150 dwelling units, and no park or school facilities. The population is expected to nearly triple in the area east of Union Road in the short run, and remain stable in the western portion.	Land to be acquired but not developed.	South of Agate - Sapphire Intersection	4.0
		Playfield - developed in conjunction with new school.	North of Alameda Street, west of Hacienda-Walnut Aves. connection.	10-20.0
Yosemite, SP tracks, Tidewater tracks, Louise, N. Main	This area contains a large existing housing stock, and much of the existing commercial development along Yosemite and Main Streets. There is little room for expansion to the south of Alameda Street, except in the largely completed multi-family development area bordering on the Tidewater Southern Railroad right-of-way. To the north of Alameda Street, however, substantial single-family development is expected to occur. A number of small parks, comprising 2.92 acres, exist in the Manteca Avenue/Center Street area, and are reported to be heavily patronized. These facilities, however, are located a substantial distance from residents in the northern section of the area.	Neighborhood Park	Northwestern intersection of Elm Avenue and Lode Street.	3.0
		Two mini-parks, to buffer school from commercial development.	Northeastern corner of Golden West School.	1.5
		Neighborhood Park - Retention basin along trail from Tidewater Southern.	East of Tidewater Southern Railroad tracks, and west of extension of North Street.	1.5
Highway 99, Lathrop, Austin, Woodward	This is a predominantly agricultural area east of U.S. 99 where extensive residential growth is not expected in the near future.	Neighborhood Park - on water retention basin site.	North of Stockton frontage road, east of Cottage.	1.7

Table 6 (Cont.) RECOMMENDED SHORT-TERM PARK ACQUISITION & DEVELOPMENT

North St., N. Main.	This area contains 750 dwelling units, and three	Land to be acquired but not developed	North of Lindberg and	3.0
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Table 6 (Cont.) RECOMMENDED SHORT-TERM PARK ACQUISITION & DEVELOPMENT

North St., N. Main, Louise, Highway 99, Edison, Powers	This area contains 750 dwelling units, and three existing schools, one of which is parochial. Slight, predominantly single-family development is anticipated in the short run, and the Recreation Element indicates that only a small amount (one acre) of additional park space will be required. A park located in the irregularly shaped vacant area north of Lindberg and St. Anthony's schools is proposed, however, to serve residents in the eastern section of the area where vacant land is not available.	Land to be acquired but not developed; is irregularly shaped vacant area.	North of Lindberg and St. Anthony's schools.	3.0
		Land to be acquired only in short-range period.	South of commercial area on Louise, just east of proposed Northgate Road extension.	2.0
		Land to be acquired only in short-range period.	Directly west of Shasta School.	1.6
Yosemite, Powers, Edison, Highway 99	A new school, to be located south of Manteca Hospital, is proposed.	Playfield - developed in conjunction with new elementary school.	North Street, south of Manteca Hospital.	10-20.0
SP tracks, N. Main, North St., Powers, Yosemite, Highway 99, Future 120 bypass	This area is largely developed, and currently somewhat deficient in park facility provision. The Recreation Element recommends an additional two acres of park space to augment the existing Hilbrand Park.	Land to be acquired only in short-range plan.	Near Main St., between Center & North St.	1.0
120 bypass, Locust, Yosemite, S. Main, SP tracks	This area contains most of the City's older, and somewhat crowded, downtown housing stock. Serious park space deficiency in this area has been somewhat alleviated since the Recreation Element was prepared by the creation of South Side Park on Oregon Street. (this area cont. on next page)	Neighborhood Park - land has been acquired but needs development.	Oregon at Park Street - South Side park.	3.8

Table 6 (Cont.) RECOMMENDED SHORT-TERM PARK ACQUISITION & DEVELOPMENT

(Cont.)	New residential development is expected to occur to the south and east of Sequoia School.	Playfield expansion - extension of Sequoia School softball field.	South of Michigan Avenue.	3.5
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Table 7

RECOMMENDED LONG-TERM PARK ACQUISITION AND DEVELOPMENT
(INCLUDING SCHOOL PLAYFIELDS)
BY SUBAREAS

Areas Boundaries	Existing and Long-Run Characteristics of Area	Type of Park and Development Recommended	Site Location	Suggested Size (in acres)
Northgate, Union, Lathrop, N. Main	Substantial numbers of additional units of single-family and high density residential units are anticipated in the northern and eastern portions of this area. Development of the Northgate Park will provide ample park and recreation area.	Community Park - development of previously acquired park lands should include outdoor swimming pool and turfed field area.	Northgate Park - Northgate at Tidewater Southern tracks.	18.7
		Neighborhood Park - terminus of Tidewater Southern trail in City, and future water retention basin park	Intersection of Tidewater Southern railroad tracks and Lathrop Road.	1.0
		Three mini-parks, developed with landscaping and rest areas along a trail.	Near proposed shopping area at Lathrop and Main Street.	1.0
		Playfield - developed in conjunction with new school.	East of East Union High School	10-20.0
Louise, Union, Northgate, N. Main	It is anticipated that this area will be nearly entirely developed by 1995.	Neighborhood Park - development of previously acquired land.	Intersection of Stonewood and Eastwood.	4.0
		Neighborhood Park	North of Louise Avenue.	2.4
		Neighborhood Park	South of Joseph Road	3.0
		Playfield - developed in conjunction with new elementary school and encircled on two sides by a trail.	Generally northwest of the Louise-Southern Tidewater Railroad track intersection.	10-20.0

Table 7 (Cont.) RECOMMENDED LONG-TERM PARK ACQUISITION & DEVELOPMENT

Yosemite, Airport, Brunswick, SP tracks	40 acres of land to the west of the existing facility are proposed for golf course expansion, and will provide a major open space area for the area.	Neighborhood Park - development of a previously acquired acreage.	On the south side of the Southern Pacific railroad right-of-way.	2.0
SP tracks, Louise, Tidewater tracks	Will contain only a minimum acreage of park space, but the predominance of single-family homes with yards absorbs much of the park space demand, particularly for younger children. Development may be 75% completed by 1995.	Neighborhood Park - Development of previously acquired acreage.	East of Agate Avenue.	3.3
		Three mini-parks, developed along trails, and also used as water retention basins.	One site south of Union cemetery and two additional sites adjacent to the proposed new school.	3.0
Louise, N. Main. Highway 99	This area is currently predominately agricultural, but substantial low density is anticipated. The area has no existing parks.	Neighborhood Park	East of General Commercial area east of Main St.	3.3
		Neighborhood Park	East of proposed Northgate extension.	3.3
North St., N. Main, Louise, Highway 99, Edison, Powers	This area may be entirely developed by 1995, and contain 3,800 dwelling units. Major playfield facilities already exist, and additional neighborhood facilities are proposed by the plan.	Neighborhood Park - Development of previously acquired acreage, including PG&E right-of-way.	North of Lindberg and St. Anthony's Schools.	3.0
		Two mini-parks - developed on previously acquired acreage and connected to the school and each other by a trail.	One site south of commercial area on Louise, and one site directly west of Shasta School.	3.6

Table 7 (Cont.) RECOMMENDED LONG-TERM PARK ACQUISITION & DEVELOPMENT

Yosemite, Powers, Edison, Highway 99	At capacity development, this area will contain only 3.7 acres of parklands for a potential population of more than 2,500. The excess demand should be accommodated by the creation of an additional park in the southern portion of the area to the west of Powers, as vacant land is not available in this area.	Neighborhood Park - development of previously acquired acreage adjacent to proposed new school.	North Street, south of Manteca Hospital.	3.7
SP tracks, N. Main, North St., Powers, Yosemite, Highway 99, Future 120 bypass	Manteca High School and Lincoln School and Park should provide adequate park and recreation space until after 1995, but additional sites should be acquired during the end of the planning period if development becomes imminent.	Neighborhood Park	North of Yosemite, east of Fremont.	1.0
120 bypass, Union, Yosemite, Locust	Single-family residential development is anticipated to the south of existing development. Yosemite Park will be fully developed and probably will receive heavy use. An irrigation channel should be developed as a trail.	Land to be acquired only in long-term period, for eventual development of a park linked by a trail to Yosemite Park. Playfield - to be developed in conjunction with adjacent school.	South of Wawona Street.	2.0
			East of St. Cyr Ct.	2.5
			South of Wawona St.	10-20.0
120 bypass, Locust, Yosemite, S. Main, SP tracks	Short-term park development should accommodate additional park demand, and the creation of a new school in the area to the west of Locust will provide additional facilities. A continuation of the irrigation channel trail should be augmented with two retention basin mini-parks.	Two mini-parks, developed upon water retention basin sites and linked together by a trail on previously acquired acreage.	Two sites, south of Shasta School.	2.0

Table 8
ACREAGE IN EXISTING AND FUTURE NEIGHBORHOOD PARKS
AND SCHOOLS WITH PLAYFIELDS
Manteca Planning Area

Type of Facility	Acres
Total - All Areas	266.7
<u>Neighborhood Parks - Subtotal</u>	<u>99.8</u>
Existing*	21.7
Future	77.8
<u>Schools w/Playfields - Subtotal</u>	<u>166.9</u>
Existing*	61.9
Future	105.0

*As of 1973.

Table 9 -- Evaluation of Compatibility Relationships Between
GP Categories and Existing Zoning Districts

Manteca Planning Area

PGP Categories	City of Manteca Zoning Districts									San Joaquin County Zoning Districts										
	R-1	R-3	R-4	C-R	C	C-O	C-G	M	I-P	RA15	R1-U	R-2	R-3	R-4	C-R	C-1	M-2	GA-1	GA-5	1-PA
Rural Residential	■									■								■	■	■
Suburban Residential	■									■										■
Low Residential	■									■	■									■
Medium Residential	■	■										■	■							
High Residential		■	■			●							■	■						
Mobile Home Parks		■	■										■	■						
Neighborhood Commercial				■											■	●				
Community					■															
Office						■														
General Commercial							■													
Highway Commercial							■													
Light Industrial, Utilities								■									●			
Medium, Heavy Industrial								■	■								■			
Civic, Government	○																		○	
Schools, Education	○																		○	
Quasi-Public Institution	○																		○	
Parks & Recreation	○																		○	
Agriculture									■									■	■	■

Note: See text for explanation of purpose and character of this table.



These zoning districts are generally compatible with the PGP land use category.



These zoning districts could be found to be compatible by the City Council as they now exist only under unusual or abnormal circumstances, but generally will not be compatible unless the district provisions are amended.



These zoning districts do not serve the specific purposes of the PGP land use category, but should be amended or a new district adopted.



These zoning districts are not compatible with the PGP land use category.



These or more restrictive zoning districts should be designated as the underlying zone for the PGP land use category.

It has already been stated that there is a need to include in the Zoning Ordinance specific provision for differentiating between the conflicting functions and purposes of the existing four commercial zoning districts. Other examples could be cited where the existing ordinance is deficient and in need of revision, clarification, or strengthening. The Planned Unit Development Ordinance (No. 354), the Site Plan Review Ordinance (No. 288), and some of the other auxiliary regulations could be improved in their substance, and should be integrated into a single coherent and-codified ordinance form with the other zoning requirements. The extent to which many aspects of the GP are achieved depends to a large degree upon mating the Zoning Ordinance and the other regulatory instruments affecting land development, making them simpler to understand, and more directly related to the policies of the General Plan as adopted.

D. Implementation of Noise Attenuation

Intelligent and resourceful planning can contribute to the protection of future Manteca residents from exposure to excessive noise. Noise abatement programs at the municipal level generally focus on the major transportation systems, since freeways, airports, and rail operations usually approximate the worst noise polluters, and can readily be addressed by concerted community action. The light of hindsight indicates that preventive measures, such as controlling development adjacent to transportation corridors, prove more effective and less costly over time than after-the-fact palliatives, such as expensive shielding, stringent building insulation and vehicle retrofitting requirements, and eventually municipal acquisition of land adjacent to the source, at which time it is developed, valuable, and duly inflated.

Local residents can anticipate more rigorous noise standards and vigorous enforcement within the next decade. New controls continue to emerge at local, state, and federal levels, and a "noise element" is now mandated by the state as a required segment of the General Plan.¹ Simultaneously, the trends

1. Government Code, Section 65302(g).

point to a worsening situation. As traffic increases¹ and as urban growth occurs, more and more people are placed in proximity to major noise sources. Although it will be necessary to verify future noise control boundaries as a result of noise element recommendations or on-site acoustic surveys, the time is ripe for initiating a noise management program based on regulation of land use in noise-sensitive areas.

1. Average daily traffic volume on Route 99 through Manteca has increased by 5,500-7,500 vehicles per day between 1964 and 1972. Source: Traffic Volumes on California State Highways, State Department of Transportation.

ADDENDUM TO TEXT OF GENERAL PLAN

The following textual changes shall be made a part of the adopted General Plan to supplement and clarify certain narrative inconsistencies:

1. Page 43, Heading - Discussion, First Paragraph is amended to read as follows:

The County has adopted a Conservation Element map, which identified three major "Urban Growth Areas" for Manteca. Two of those areas are presently designated as agricultural, one west of the golf course and the other east of Cottage between Southland and Louise. Most of the areas indicated as low-density residential on the existing General Plan have County I-PA (Interim Protected Agriculture) zoning which has a minimum parcel size of one acre and permits, with a use permit, only those uses which are in conformance with the adopted General Plan. In addition, a large area to the west of East Union High School, from Northgate Drive to Lathrop Road, is zoned RA-15 which permits houses on slightly over one-third acre lots.

2. Page 44, First paragraph, lines 5 & 6, is amended to read as follows:

Prime agricultural lands must be rezoned GA-40 or EA-40 in order to receive agricultural preserve status.

3. Page 44, Recommendation (a) is amended to read as follows:

Adopt an Estate Zoning category for suburban low density residential development within the PA (one-half to two-acre parcel sizes). Provisions for some flexibility in urban services is suggested as well as an orderly annexation program.

4. Page 44, Recommendation (c) is amended to read as follows:

In order that the amenities noted in a. and b. above are satisfied, further definition and clarification of the suggested low density residential and existing agricultural (urban reserve) areas within the Planning Area is needed.*

*Note - The Urban Reserve category can best be defined as those existing rural and agricultural areas within the Planning Area that have urban development potential during the twenty year planning period.

5. Page 65, Table 9, Following PGP Land Use Categories should reflect the following:

Rural Residential is not compatible with County Zoning District classifications RA-15, GA-1, and GA-5.

Neighborhood Commercial is not compatible with County Zoning District Classification C-R.

ADOPTED by unanimous Council action, as an attachment to the update of the General Plan for the City of Manteca, at the adjourned regular meeting held August 18, 1975

Nell Cornell
NELL CORNELL
City Clerk

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